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Labour Gazette

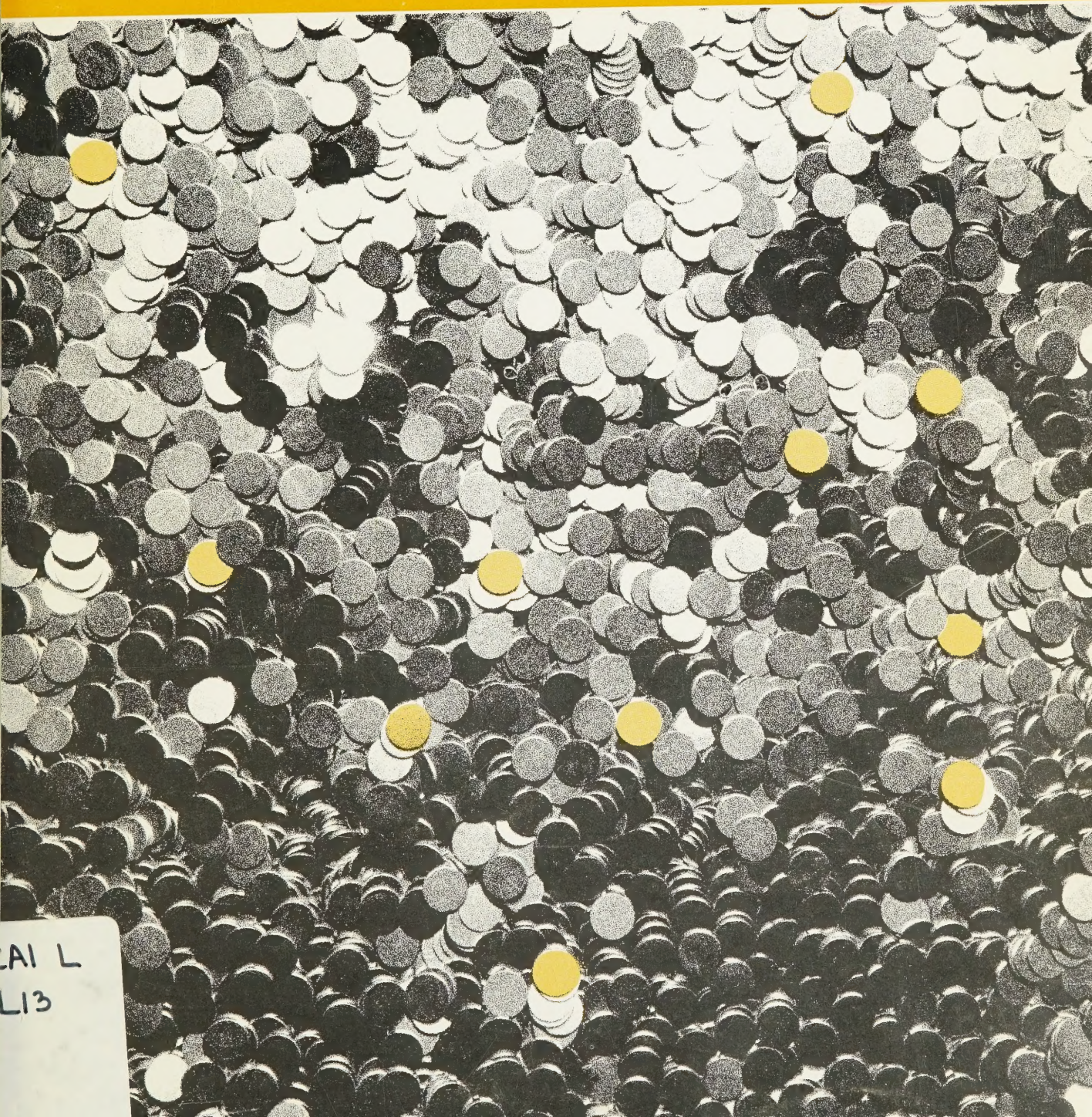
Vol.75(1975),No.1

(BOUND SEPARATELY
IN CARDBOARD COVERS.)

the labour gazette

february 1975

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Publication



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the labour gazette

Monthly Journal Canada Department of Labour

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THE LABOUR GAZETTE and LA GAZETTE DU TRAVAIL are published monthly by the Canada Department of Labour, Public Relations Branch.

CORRESPONDENCE — Address letters dealing with editorial matters to the Editor, The Labour Gazette, 340 Laurier Ave. W., Ottawa K1A 0J2.

SUBSCRIPTIONS — Canada: \$5 a year, single copies 60 cents; all other countries: \$7 a year, single copies 75 cents. Send remittance by cheque or post office money order, payable to the Receiver General of Canada, to Information Canada, Publishing Division, Ottawa K1A 0S9.

CHANGE OF ADDRESS — Send the new address, together with the previous address label, to Information Canada, Publishing Division, Ottawa K1A 0S9.

INDEXED IN: Canadian Periodical Index, Index to Canadian Legal Periodical Literature, Public Affairs Information Service Bulletin, and Work Related Abstracts.



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**Travail
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NEWS BRIEFS

Arbitration in Ontario

Ontario's arbitration system is not working, according to Donald Montgomery, secretary-treasurer of the Canadian Labour Congress. He says the arbitration procedure is being defeated by cost and by delays.

"When a single arbitrator takes an average of six months to deal with a grievance and a three-man arbitration board an average of eight months to deal with a grievance one cannot arrive at any conclusion other than that the system is not working," says Montgomery.

"The lengthy delays and the frustrations that have become inherent in the process are so pronounced that...it is little wonder that the employees become frustrated with the grievance procedure and that the animosity carries over into contract negotiations. There have been many sets of negotiations prolonged as parties strive to break a log jam caused by dozens of grievances awaiting an arbitration board hearing.

"The going rate of arbitrators is from \$500 to \$700 per session. Of course, expenses are extra...Some may be quick to suggest that this kind of deterrent will keep unions from taking cases to arbitration, but it will certainly not prevent the company from doing so because this expense is tax deductible for them. The real danger is that many of the smaller local unions will be unable to bear the expense of arbitration and that the collective agreement will not be enforced." Other labour officials agree that arbitration is becoming too costly and too time-consuming for many unions.

A study commissioned by the Labour Council of Metropolitan Toronto found that 53 per cent of 1,661 cases over a two-year period, were handled by six arbitrators although Ontario maintains a list of 58 arbitrators. The study also disclosed that the average arbitration case takes six months before a decision is reached if a single arbitrator is used, and up to eight months if a board is deciding the issue.

Montgomery suggests that the arbitration process might be handled more swiftly and less expensively if lawyers were barred from acting as arbitrators.

The Working Poor

A report summarizing the discussions from a meeting of business, labour, and low-income group representatives has been released by the Canadian Council on Social Development.

The report, titled *Income Supplements for the Working Poor*, was prepared following the deliberations held at a Council-sponsored conference in Toronto last year. In identifying the working poor and the reasons for their position, the report points out the shortcomings of past approaches to help them, and analyzes the advantages and disadvantages of various income supplement alternatives.

"The lack of supplementary financial assistance to the working poor is the most critical gap in Canada's social security system," according to Council Executive Director Reuben Baetz. The challenge will be to provide income supplement programs for the working poor without the stigma of welfare.

How useful are the facts and figures compiled by Statistics Canada regarding income levels for different family sizes? asks the report. There is no difference made between subsistence for the non-working poor and the working poor, the latter group having to pay costs, such as transportation, in order to work. Rising prices impose a greater hardship on poor people than higher-income people (LG, September, 1974, pp.639-642), and as well, income level adjustments have not kept pace with inflation.

Other issues discussed in the report include negative income tax and refundable tax credit approaches to helping the working poor, the duplication and multiplicity of current plans, and the value of existing social programs.

Mineworker Shortage

Mining companies in Canada are becoming increasingly concerned over the critical shortage of employees in the mining industry. An estimated 4,000 jobs are going begging, chiefly in isolated areas and in underground shafts.

The shortage is characterized by a decline in the number of young people entering the mines, and a high rate of turnover, ranging from 25 to 400 per cent a year. Most men entering the mines for the first time are in their late teens or early twenties. Few switch to mining from other jobs. Typically, they come from communities such as Sudbury or Timmins in Ontario where the primary industry in town is mining. Some come from farms. In every province except Newfoundland it is illegal to employ women underground.

Equally concerned about the situation is the United Steelworkers union, which has more than 53,000 members in the industry. The union suggests employers provide higher wages, longer vacations, safer working conditions, earlier retirement and more subsidized housing if they are serious about overcoming labour shortages.

Management, however, blames the labour shortage on "the national laziness" caused by unemployment insurance, federal manpower retraining programs and general public affluence. One point on which both union and management agree is that the hardships of isolation are a major factor. Many mine sites have no accommodation for families or girl friends, no schools, no theatres, no libraries, and no stores.

Railway Settlement

Canada's railway workers—members of 18 unions—have ratified a new one-year contract that provides for an unprecedented 21.8 per cent increase in wages and fringe benefits, not counting a cost of living clause that offers full protection of purchasing power throughout the life of the agreement.

For the first time, Canadian railway companies and unions had negotiated a settlement with no third-party intervention in the form of conciliation, mediation or arbitration. It was also the first time in more than 30 years that all 18 railway unions had bargained together in one united front.

The terms, effective January 1, provide for a 15 per cent wage increase plus a lump sum payment of \$350 to compensate for losses to inflation in 1974. A cost of living clause ensures that further increases and adjustments will be made this year should the average annual rate of inflation exceed 10 per cent.

The initial 15 per cent pay increase for 1975 includes a wage increase of

23 cents an hour for all employees—equivalent to a 5 per cent general wage increase—and a 10 per cent increase on all basic hourly, daily, weekly and mileage rates of pay in effect on December 31, 1974. Other improvements include a 5-cent-an-hour increase in evening and night shift differentials, extension of the 2 per cent per year of income pension formula to service prior to 1956, longer vacations, and improved sickness and insurance benefits.

New Labour PR Director



Murray Mosher, Photo Features

John W. MacLeod, 52, has been appointed Director of the Public Relations Branch of the Canada Department of Labour.

A former business writer, MacLeod began his career as a free lance for various financial and trade magazines. Later he joined National Business Publications Ltd. where he served as executive editor of several periodicals, including "Canadian Oil and Gas Industries" and "Canadian Mining Journal".

In 1958, MacLeod joined the Department of Mines and Technical Surveys and, in 1966, became assistant director of Public Relations of the new Department of Energy, Mines and Resources. He moved to Labour Canada to fill a similar position last year.

MacLeod's special assignments included the chairing of a Public Service Commission board to appraise junior and middle-level information officers, assignments to the Privy Council Secretariat as Chief media officer for federal-provincial conferences of first ministers, and a session as director of the public service orientation course for incoming information officers.

A graduate of McGill University, MacLeod is accredited by the Canadian Public Relations Society.

NABET Reorganizes

Canadian members of the National Association of Broadcast Employees and Technicians (NABET) have set up their own "international" union while retaining close ties with their American colleagues.

The two national groups will continue to share the same name and seal, and will hold a joint one-day convention every four years. But each group will govern itself with its own international officers and constitution. A new panel called the Multinational Executive Council will deal with matters of common interest, but only in an advisory capacity.

NABET's split into two autonomous international unions affiliated within a "multinational" structure could become the model for similar reorganizations by other unions with Canadian segments striving for control of their own affairs.

Union-Run Dental Clinic

The 400 members of the United Steelworkers union in Faro, Yukon Territory, have built what is believed to be the first union-run dental clinic in Canada. The union has allocated about \$20,000 a year to help convert a vacant store into a clinic and to bring in a dentist. Members of the Steelworkers' local in the mining town have also supplied volunteer labour.

Anvil Mining Corporation, which operates a lead, silver and zinc mine in the vicinity, has contributed another \$20,000 for building materials and has supplied a trailer-home for the dentist and his wife. Under the union's dental plan with Anvil, up to 75 per cent of the cost of dental work is paid through insurance.

Greek Legislation

Premier Constantine Karamanlis of Greece has abolished all anti-trade union legislation enacted by the military junta that seized power in 1967 and was overthrown in 1974. All rights in accordance with ILO Conventions previously accepted by Greece have been re-established.

Romeo Maione—Appointment

Thomas Studio, Ottawa



Romeo Maione has been appointed by the Public Service Commission as Director of the Non-Governmental Organizations Division of the Canadian International Development Agency, CIDA President Paul Gérin-Lajoie has announced.

Mr. Maione joins CIDA from the Canadian Labour Congress where he was Director of its Department of International Affairs.

U.S. Coal Miners

Coal miners in the U.S. have approved a new three-year contract providing for a 64 per cent increase in wages and benefits. The settlement, richest in the union's history, ended a 24-day walkout that began November 12 when an old agreement with the Bituminous Coal Operators' Association expired. The terms provide for a 10 per cent wage increase the first year, 4 per cent the second and 3 per cent the third, plus a cost of living escalator clause. Other benefits include job-upgrading, greatly improved pensions, paid sick leave, and new safety provisions. It was the first contract ratification by rank-and-file union vote in the United Mine Workers' 84-year history. In the past, only union leaders approved contracts.

New Special Assistant

Gordon McCaffrey, Assistant Legislative Director of the Canadian Labour Congress since 1969, and a former university lecturer and journalist, has been appointed a Special Assistant to the Minister of Labour, Hon. John C. Munro. Mr. McCaffrey will advise the Minister on trade union and policy matters and act as news media consultant.

At the CLC, Mr. McCaffrey was active in a wide variety of trade union activities in the federal as well as provincial jurisdictions. From 1969 to November 1974 he was Secretary of the CLC Maritime Committee, which co-ordinated legislative policy for shipping and longshoring unions concerned with the coasting trade, the establishment of a Canadian merchant fleet, marine manpower training and safety, and hours of work. He was a member of the National Design Council and the Canada Pension Plan Advisory Committee. He represented the Canadian labour movement at meetings of the OECD in Paris in 1973, and the ILO Latin Regional Organization in Mexico in 1971. He

was a frequent guest speaker at conventions of provincial public employees, and of business organizations as well as trade unions. Among his publications were papers on industrial democracy.

A graduate in political science and economics, with B.A. and M.A. degrees from the University of Toronto, McCaffrey lectured in Canadian government and politics at York University in Toronto for two sessions, 1967-1969; and in industrial relations at Carleton University in Ottawa for two sessions, 1970-1972.

From 1959 to 1967, McCaffrey was a staff writer and photographer with the *Toronto Star*. He was a business and finance reporter for four years, before being named labour reporter in 1963. At the same time he was a frequent commentator, specializing in labour affairs and public policy, on CBC radio and television as well as on CFRB, Toronto. Before the *Toronto Star*, he worked with Reuter's news agency in London and *Saturday Night* in Toronto.

Ontario Women's Bureau



Marjorie (Marnie) Clarke became Director of the Ontario Women's Bureau on November 12. Educated in Canadian Studies and Adult Education, she has served since 1971 as Director of Toronto's Humber College

Centre for Women, has done extensive volunteer work with the Elizabeth Fry Society, and is a member of the Canadian Committee on Continuing Educational Needs of Women.

Nugent to B.C. Dept.



Jack E. Nugent, for the past nine years editor of *The Labour Gazette*, has been appointed director of information for the B.C. Department of Labour. He is the first incumbent of the newly created position.

Prior to his tenure as editor of the *Gazette*, Nugent was information and PR officer for the department's Labour-Management Co-operation Service—now the Union-Management Services Branch. Before joining the department in 1958, he was founding editor of "Flight Comment," published by RCAF headquarters in Ottawa.

Nugent came to the public service from the business sector—the Nugent Corporation of Canada, Ltd., and the advertising and promotion department of Procter and Gamble.

"Ernie" Abbey

J.E. "Ernie" Abbey, who served as Circulation Manager of *The Labour Gazette* from June 1958 until October 1970, when circulation became the responsibility of Information Canada, died January 8, three days after his

60th birthday. He had retired from the Department for health reasons in May 1974.

CSAO Settlement

A strike that would have involved about 20,000 Ontario public service employees was avoided when members of the Civil Service Association of Ontario (CSAO) voted December 30 to accept the government's offer of a 21.5 per cent pay raise over a one-year period. Correctional officers will receive a 23.5 per cent increase.

Under the settlement, workers will receive an average hourly raise of 92 cents, which would mean a yearly hike of \$1,910. Electricians' yearly salaries moved from \$10,920 to \$13,268; annual salaries for building cleaners and maintenance workers were raised from \$7,592 to \$9,224.

Reacting to criticism from some quarters that the pay hike was inflationary and an unwise precedent, Eric Winkler, chairman of the management board of cabinet in Ontario and the minister responsible for civil service bargaining, stated: "The settlement for the operation group is not inflationary. If we extended the same pay increase to administrative or scientific people earning \$19,000 annually or more, then it would have been inflationary."

Winkler intimated that the province can be thankful that it resisted the CSAO's earlier demand for a cost of living allowance. "We could have settled for less straight money, but once a COLA gets established in one group, it is only a matter of time before it spreads to the rest and no one really knows just how costly that could be."

Company Liability Upheld

The U.S. Supreme Court has handed down a decision greatly increasing the

vulnerability of companies to industrial health suits: the justices upheld an award of \$79,000 to the widow of an insulation worker who died of a lung cancer caused by asbestos. Companies in the industry say that the precedent will have an immediate impact on 29 similar cases now pending and could spur suits from 20,000 or more workers who have been exposed to asbestos dust.

The decision is also expected to affect other industries. Likely targets are the big chemical manufacturers, and lawyers are planning how to use the case against producers of vinyl chloride, benzene, glass fibers, talcs and silica.

The case was brought by Clarence Borel, an insulation installer from 1936 to 1969, and continued by his widow. Borel did not sue the companies he worked for but rather their suppliers, 10 large companies that supplied the asbestos insulation he installed in ships, oil refineries, and chemical plants over those 33 years.

Generally speaking, a manufacturer is not liable for damage caused by the products he sells unless they are defective or unreasonably dangerous, i.e. involving a risk that outweighs the benefit. Because asbestos was the only known high-temperature insulation in existence during most of the time Borel was working on it, it would not normally be so described. But Judge John Minor Wisdom ruled: "The product could still be unreasonably dangerous, however, if unaccompanied by adequate warnings. An insulation worker, no less than any other product user, has a right to decide whether to expose himself to risk." Moreover, the warning must be so explicit that the worker really understands it, Wisdom said.

The milestone decision extended employers' liability in other ways. (1) A supplier of a material *known* to be dangerous was found to have special obligations beyond existing safety

standards. (2) All the companies supplying the insulation liable for Borel's illness were held responsible regardless of how much each company contributed to the disease. (3) The statute of limitation defining the last date on which a suit could be filed was held to run from the time Borel's doctor discovered the disease, not from the time of injury, which could have been as much as 20 years earlier.

A number of lawyers believe that the new legal standards will oblige manufacturers to do much more research on the safety of their products.

U.S. Labor Happy After Elections

American unions, which poured record amounts of money and manpower into last year's congressional election campaigns, are now hoping to see congressional enactment of a labour-backed legislative program.

"For organized labor, the 1974 elections produced what could become the most sympathetic Congress since the days of the Great Depression," commented *U.S. News and World Report*. "In terms of legislators elected with union support, the sweep was the biggest on record." Of the 33 Senate candidates endorsed by the AFL-CIO Committee on Political Education (COPE), 25 won. When added to the 36 senators with pro-labour voting records who did not have to stand for re-election, this brings to 61 the number of senators friendly to labour interests on many issues—a net gain of five from the previous Congress. In House races, 270 of the 388 COPE-endorsed candidates won, bringing to 279 the number of House members considered friendly to labour-backed proposals—a net gain of 60 friendly Representatives over the last Congress. At the State level, COPE gave its backing to 33 candidates for Governor and saw 27 of them elected. COPE reportedly

spent more than \$1.7 million to elect House and Senate members. Many more millions of dollars came from members of individual unions and their locals. Additional help was given by union members and employees in campaign efforts.

Labour leaders around the U.S. are now mapping legislative priorities to take advantage of the election sweep. These are expected to include national health insurance, restrictions on foreign trade, tax reform, unemployment relief, tough enforcement of safety and health laws, and guaranteed collective bargaining rights for state and local government workers.

Four-Day Week Vetoed

Workers in a Chrysler Corporation parts depot in Tappan, New York, voted recently to end the only four-day workweek in America's auto industry. The experiment, which lasted only 60 days, placed the plant among the estimated total of 12 per cent of U.S. companies that had gone back to the traditional five-day week after having tried the shorter version.

The union said the workers voted 82 to six to end the program. The majority reportedly disliked the job rotation made necessary by the compressed workweek. A union spokesman said abandonment of the experiment was another piece of evidence against the theory that workers need more job variety. Another spokesman said the experiment was ended because it came with too many strings and workers found that they were losing rights that had taken years to negotiate.

USW Leader Needed

I.W. Abel, president of the United Steelworkers of America retires in 1977 and the search is now on for a new strong president to replace him. Abel, 66, and Secretary-Treasurer

Walter J. Burke, 63, will be prohibited from running for office again in 1977 by a candidate age limit of 65.

Abel is the last of the USW's original executive board members, the founding fathers and organizers of the 1930s. The next president and secretary-treasurer of the 1.4-million-member union will probably be chosen from a younger generation of unionists on the USW's 28-man executive board. Abel reportedly has no intention of handpicking his and Burke's successors. Instead, his administration over the next year will try to obtain unanimous support on the executive board for two of its members to fill those top posts.

In the running is Vice-President John S. Johns, 59. But in the view of many unionists, reports *Business Week*, his chairmanship of the USW's biennial convention in September—at a time when younger, more articulate rank-and-file dissidents are coming to the fore—left something to be desired.

"The new leadership of the union most likely will come from among the 22 district directors in the U.S.," the magazine noted. "Some rank and filers undoubtedly will try to run, but few, if any, have the political clout necessary to obtain the more than 130 nominations by local unions required to get on the ballot. It is also possible that some appointed staff members will try to build political bases between now and the fall of 1976, when nomination meetings will be held."

Executive Dropouts

The number of management and professional people who give up promising careers to find new ways of earning a living is growing into a definite problem for the business world, reports *U.S. News and World Report*.

In the past two decades, the percentage of top officials changing

careers has doubled, according to Dr. Eugene Jennings, professor of management at Michigan State University. Jennings reports that the number of executives who not only left their jobs voluntarily but also changed careers grew from 12 per cent in the years 1948-53 to 25 per cent in 1972-73. The "dropout" problem, say company officials, is robbing them of some of their most innovative and talented personnel.

Personnel experts say that the dropouts are part of a growing pool of restless managers and professionals who are financially secure but dissatisfied with their current jobs. *U.S. News and World Report* quotes Edward D. Rowley, director of alumni placement at Harvard business school, as saying: "We are seeing more and more people in their 40s and beyond who begin to ask questions about whether they should continue to do what they've been doing, or take a sharp turn." Many who make the change say they are less concerned with getting salary increases than with finding a job that they can take pleasure in performing. Also seen as a cause of dissatisfaction is the feeling that corporate policies often aim at maximizing profits without regard to the careers of even top executives.

Some employers, concerned about unrest within their organizations, are granting paid leaves of absence—sabbaticals—to overworked key personnel to help them rekindle their creative abilities, reports *U.S. News and World Report*. Other firms are adopting career plans, with regular promotions and pay raises for employees who continue to achieve. "Yet rising numbers of men and women are accepting loss of pay and great personal sacrifice to change careers," the magazine observes.

ILO Training Project

Work began on November 1, 1974 on a four-year project designed by the

International Labour Office to streamline vocational training patterns in developing countries, and ultimately to help raise living standards there.

The \$1,200,000 research and development project is being financed by the Swedish International Development Authority and carried out by four ILO specialists and 17 consultants working in collaboration with national training institutions in Africa, Asia, the Middle East and Europe.

Their task, to prepare the way for new national training systems, marks a significant departure from traditional concepts. Such systems will enable workers to train for a job more quickly, and will produce a labour force that matches a country's needs.

The underlying idea is to use self-contained units of training, or modules, which can be put together to form any combination of units to suit any training situation. But whereas other modular systems normally use training time as the basis for their units, the ILO system uses the working skills needed in the performance of a job.

The key problem is to identify the individual skills involved in a given occupation. ILO training specialists working on the new project will carry out studies for this purpose, in consultation with national authorities. Where necessary, videotape recordings will be made at the workplace and analysed at ILO headquarters in Geneva to determine what variations of skill occur in practice. As a result of this research, the ILO will be able to produce training packages and standards for performance tests for a large number of widely needed skills.

"The potential impact of the new system is enormous," said Horst Quednau, former Chief of the ILO's Human Resources Development Department, who will be the Technical Co-ordinator of the project. "The worker who trains to acquire a

module of employable skill will normally be able to obtain a job sooner than if he followed a traditional training course, because subjects less relevant to the immediate job would be left out.

"This makes training less costly, too. But the worker remains free to train for further modules to become more skilled, or to adapt his skills to new needs. Moreover, a country using the ILO approach can tailor training to its immediate economic situation, and can adjust the system as its needs change—to cope with advancing technology." National and international seminars will be held to explain the ILO system to senior vocational training officials from African, Asian, Latin American and Caribbean countries.

AFL-CIO To Run College

U.S. labor leaders are setting up their own college to train unionists to negotiate as skilfully as the highly trained experts that companies send to the bargaining table. The college, bearing the name AFL-CIO Labour Studies Center, is located on the outskirts of Washington, D.C. The college buildings and a 47-acre campus were bought for \$2.5 million from a Catholic order, and a further \$4 million has been spent on modernization and expansion.

The Center's operating budget—currently set at \$747,000 a year—is likely to go higher with expanded programs. Students from national affiliates of the AFL-CIO will come to study labour law, arbitration of grievances, and pension, insurance and occupational health programs. Other classes will teach unionists how to outwit companies in contract negotiations and how to spot violations of health and safety rules. The curriculum will also include special seminars on broad social and economic issues, on corporate power, environmental problems, and labour's role in international affairs. The Center

has dormitory and dining facilities for 50 resident students, but a planned additional dormitory will take in 60 more.

The labour movement has become so complicated, said the Center's executive director Fred K. Hochler, that the old union "seat-of-the-pants" education is no longer adequate. Unionists need a broad education in the many new issues that they deal with.

Dental Care

Saskatchewan's pioneer program to provide free dental care for children has attracted widespread interest among workers and employers in the U.S., where there is a stepped-up drive to include dental care insurance coverage in union contracts. Two unions, the Auto workers and the Machinists, have already won dental care programs.

Unlike U.S. dental care plans, which are paid for by employers, the Saskatchewan project is government-operated. It uses a nucleus of dental nurses and assistants supervised by 25 government-employed dentists to provide dental service for children. Officials expect more than 90 per cent of the 15,000 eligible youngsters to enrol in the voluntary program. First-year costs have been estimated at \$3.9 million, but that figure could climb steeply in 1978, when all 140,000 children under 12 will be covered.

Initially, some 214 clinics will be set up in elementary schools and will be visited regularly by teams made up of a dentist, two dental nurses and four assistants. Dentists examine each child, prescribe treatment and handle the more serious problems. Nurses perform such relatively simple tasks as doing fillings and extracting baby teeth. Assistants clean teeth and give instructions in preventive care.

Feedback

Responses to Labour Peace Commission Proposal

British Columbia

Thank you for (sending me the) paper by Ed Finn suggesting a new approach to bargaining, at least in the public sector (LG, Nov., p. 767). You request my reaction to Mr. Finn's thesis in the form of a letter, which quite frankly is a difficult task.

At the outset, may I say that Mr. Finn is an extremely articulate and lucid writer, as well as a provocative thinker. Although a lengthy and detailed discussion could well flow from Mr. Finn's thesis, I shall strive for brevity as a consequence of your request.

Quite frankly, I find Mr. Finn's analysis of the industrial relations picture extremely accurate and succinctly put. However, I am not impressed by his recommendation for a Labour Peace Commission, either in terms of approach or structure. Those who were familiar with the Mediation Commission of British Columbia some years ago will probably recognize my apprehension at the recommended structure. Further, it seems to me that the mitigating influences which Mr. Finn seeks to develop against the strike weapon can well be developed under the existing structure of bargaining. While I do not argue with the need for more sophisticated analysis of the economic dynamics of

bargaining, I strongly doubt the necessity of diluting the economic strength of one party to accomplish this goal.

While a major difference between Finn's proposal and the B.C. Mediation Commission was that the Commission had authority to give binding decisions, the practice was that more than half of its opinions were non-binding. The Mediation Commission was established, as Finn proposed, as an impartial agency for determining what constitutes "fairness and adequacy" in pay and working conditions for firefighters, police, hospital workers, and other public employees in the province.

In his earlier article entitled "The Adversary System is Dead—But It Won't Lie Down", Ed Finn cogently argued that a "co-operative bargaining system" should be preferred over the present adversary model. This made sense, and we are attempting in British Columbia to move in that direction by first changing the attitude toward industrial relations through positive programs and labour legislation aimed at the causes of industrial unrest, rather than at the effects or symptoms. However, one must question why a tribunal with arbitration-like powers, as Finn suggests, will bring us closer to the utopia of co-operation.

It is my view that there is no panacea for establishing responsibility at the bargaining table. Rather, there are positive aids which government increasingly must provide to ensure that the potential for responsibility and sophistication exists. In the final

analysis, it is my view that the withdrawal of the strike right is no guarantee that work stoppages will not ensue.

The Honourable John Munro has, in my opinion, accurately commented upon the Australian system of compulsory arbitration in relationship to Canada's free collective bargaining structure, which includes the right to strike. Indeed, in our own nation, we are daily witnessing the exercise of strike action where no such right exists in law. This would indicate to me that the positive factors which Mr. Finn seeks to impose at the bargaining table could be equally as effective whether or not the strike right was tampered with.

Finn documents the weaknesses of the adversary system of collective bargaining, but then proposes an arbitration-like tribunal as the remedy. Where is the connection between the disease and the cure? How will a three-person commission "determining what constitutes fairness"—which is an adjudicative function—reduce the adversary nature of industrial relations? The one saving virtue of the proposal is the suggestion of Karl Goldenberg as the Chairman; but even this esteemed arbitrator should not be placed in the position of trying to achieve the impossible.

Under these circumstances, I would commend Mr. Finn for his extremely capable analysis of collective bargaining in Canada, without embracing his total remedy for the future.

W.S. King, Minister of Labour.

Alberta

As requested, I offer the following comments by way of reply to the interesting and provocative article authored by Ed Finn and published recently in your journal. It is most appropriate at this time when, to varying degrees, all our respective jurisdictions are experiencing or facing difficult times in the field of labour-management relations that we join in this dialogue not only to define more clearly the nature of the problem, but also to address ourselves to the search for an effective solution. To be sure, the extent of the problem and the commitment to a response will vary among our respective jurisdictions. However, an exchange of views and the development of this dialogue will augur well for Canadian labour-management relations and be of direct benefit to all concerned.

Turning to the substantive matters set out in Mr. Finn's excellent paper, there are two areas that I have selected by way of response. The first relates to the emphasis placed on the adversary concept in collective bargaining and public policy, and the second to the proposed solution in the form of the Labour Peace Commission.

While the evidence does indeed support a recent polarization of labour and management interests around the adversary concept, I am not at all sure that such an observation should be placed at the feet of public policy. On the other hand, the adversary relationship rose long before the enactments of public policy. Indeed, it seems to have sprung from the birth of industrialization itself. In addition, and recalling the evolution of the Canadian public policy system and its major principles since its introduction in the late 1800s and the turn of the century, our history of public policy development seems to support quite the opposite conclusion. The introduction into the labour-management relations scene of concepts such as conciliation and,

more latterly, certification and compulsory collective bargaining, was in response to the pre-existing adversary "trial by combat" labour-management relations scene in Canada. Indeed, the whole collective bargaining system was designed to replace the settlement of differences through "trial by combat" with direct negotiation between the parties and this approach was supported by public policy. It seems to me that public policy supportive of direct negotiation between the parties as the mode of settlement places less, not more emphasis on "trial by combat" or the strike technique. Paradoxically, as we know so well, collective bargaining uses the threat of "trial by combat" to avoid "trial by combat." Clearly, should the collective bargaining process fail, then "trial by combat" necessarily follows. Rather than a diagnosis of current problems based on the rise of the adversary relationship and the enactment of public policy to support it, I suggest a possible deterioration in the effectiveness of the collective bargaining process. As a result of its ineffectiveness we are experiencing increased reliance on its predecessor, that is, "trial by combat" and the adoption by the parties of the adversary attitude.

While I have difficulty accepting Mr. Finn's diagnosis on the causes of industrial unrest, there is merit in his Labour Peace Commission proposition. Not for reasons relating solely to his concerns with the adversary concept in both the private and public sectors, but because it is supportive of an effective collective bargaining process. Indeed the challenge in contemporary labour-management relations is the maintenance of a successful collective bargaining process. Collective bargaining is a process specifically designed to bring forth settlements or accommodations between labour and management over matters of wages, hours, and working conditions. If it is not doing this, then it is not doing the job for which it was designed and its legitimacy should be seriously

questioned. If it is not effective in avoiding a "trial by combat" situation we must find out why and the direction of our prescription should be focused on seeing to it that it does. If we focus not on the rise of the adversary mentality but on the possible breakdown of the collective bargaining system, it opens up a great number of possible explanations. It may be a lack of expertise and sophistication on the part of those who employ the system. It may be the extremely difficult nature of the issues currently in dispute. In any case, the need is to identify whatever causes there may be and develop meaningful and effective programs by way of response. I pose the question: Should our concerns and efforts be directed at the strike or other acts of "trial by combat" or should we be directing our attention to establishing the integrity and effectiveness of our collective bargaining system?

Recognizing that the work stoppage follows upon the failure of collective bargaining to provide a settlement, and recognizing our long history of public policy commitment to collective bargaining rather than "trial by combat" and the work stoppage as the method of settling labour-management differences, I look for the solution not in the context of the narrow issue of the strike problem but in the context of the establishment of an ever effective collective bargaining system.

A.E. Hohol
Minister of Manpower and Labour.

Saskatchewan

I write in response to (the) letter addressed to the Ministers of Labour of Canada and the provinces (LG, Nov., p. 767).

I think that your letter correctly describes the difficult straits in which Ministers of Labour find themselves in these inflationary times. In 1974 in Saskatchewan, we have already reached a new high in man-days lost

on account of strikes, and I expect that we will continue to have difficulties through 1975 and, perhaps, into 1976. I think you are also right when you make the point that the "pecking order" as between certain unions and various classes of workers in society has become upset to the point where many of the neat assumptions of yesterday are now irrelevant and outdated. We can no longer assume that the relationship between wage levels will remain the same as they have in the past.

I was impressed to notice that you reject the conventional and doctrinaire solutions that are usually made to us, such as compulsory arbitration, restrictions on the right to strike and the like. I agree with the arguments that you make with respect to these concepts, which in my opinion are simplistic and ineffective.

You have suggested that each of the jurisdictions establish a "Labour Peace Commission" which would, among other things, provide definitive statistics on the basis of which voluntary settlements can be concluded in the public sector. You will understand, of course, that the collection of statistics and information relating to wages and working conditions on a scientific and objective basis has been an important activity in a number of labour departments for some time. You will know of the efforts that have been made in this connection in the Canada Department of Labour and you may also be aware that this has been a priority over the past few years in the Saskatchewan Department of Labour. However, you may be making an important point when you suggest that these statistics ought to be developed by a commission of outstanding people who are not civil servants but who have a degree of independence that would guarantee the objectivity and authenticity of the statistics that they publish.

I know that you are aware that public servants in Saskatchewan have had

access to collective bargaining on the same basis as employees in the private sector since the inception of collective bargaining in this province following the Second World War. Similarly, employees in Crown corporations have had the same sort of access to the adversary system of collective bargaining. It is interesting to note that up to the present there has never been a full-scale strike in the public service proper. There have been strikes in some of the Crown corporations but these have tended to be of short duration and have not been unduly harmful to the public. During a previous administration, one strike in a Crown corporation was settled by compulsory arbitration under what was referred to as Bill 2, which has since been repealed. It was a demonstrably unworkable concept in Saskatchewan.

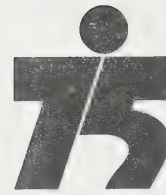
Of course, we are not faced with a rapidly changing situation having regard to the extremely high rate of inflation in this country and the changing attitudes mentioned in your letter. Whether this will result in public service or Crown corporation strikes in Saskatchewan in the next few years remains to be seen, although I certainly recognize that such strikes are more likely to occur given the existing state of affairs. As I write this letter, the possibility of an imminent strike in the Saskatchewan public service in support of a claim for a cost of living adjustment is a very real possibility.

Your idea that the Commission could, if necessary, establish recommended terms of settlement where the parties are unable to negotiate settlement is a good suggestion. I will certainly consider the idea and its implications very fully. As you point out, it would certainly put a heavy onus on the parties to accept the recommendations as a basis of settlement unless they could prove them to be unfair or inadequate.

I think your letter is a welcome

initiative on a very difficult subject. Your suggestions steer away from the unworkable solutions with which we are constantly being assailed and attack the problem at a different and more practical level. For that you are to be complimented.

Gordon T. Snyder
Minister of Labour



Celebrating 75 years of service
Au service des Canadiens depuis 75 ans

Department's 75th Anniversary Year

TIME FOR RE-EXAMINATION OF PROGRAMS —EBERLEE

The Department of Labour's 75th anniversary year will be a time for introspection, re-examination, and implementation of program and organizational changes, in the view of T.M. Eberlee, Deputy Minister of the Department.

In a recent interview, Mr. Eberlee said the Department's basic foundations and roles have come under scrutiny, especially in view of our rapidly changing environment. What should be the basic concern of the Department? What distinct roles would these new foundations and concerns demand?

"What new roles do I see for the Department? Let's assume that the Department of Labour has a role in life which is represented more or less by its current activities. We should be exercising and extending that role more effectively, both with existing programs and with the external world," Mr. Eberlee stated.

"We should be influencing policy affecting the labour force, but which is promulgated by other departments. The Department of Labour's concern is the labour force. Within this area, I believe that 1975 will mark the beginning of an effort to find some different approaches to collective bargaining. This effort will begin with joint consultation among the Department, labour, and management: a tripartite industrial relations council. With the council, and through other means, we will be trying to make certain

structural changes that will tend to reduce the existing highly decentralized bargaining arrangements which in themselves create conflict and chaos."

In the view of some people, Labour does not have enough policy development input in areas that exert an impact on the labour force, said Mr. Eberlee. "Perhaps the Department's current role does not adequately encompass its proper area of interest; perhaps the Department is perceived as taking a passive rather than an active role.

"In other words, should the Department be involved in policy formulation, or should it be primarily administrative in nature? Should it be involved in both areas? Should it be promoting—as well as just protecting—the interests of working Canadians, the individual's right and opportunity to gain employment, the development of adequate employment opportunities, the assurance of social and physical well-being in relation to the job, and the right of working people to a fair return for their efforts? These are questions we are asking."

What about highly decentralized bargaining? North American bargaining is decentralized, in Mr. Eberlee's view, because it occurs on a company-by-company, union-by-union basis. As an example, he cited the airline industry, where a company can face five or more bargaining situations, meaning five or more possible conflict situations.

And one union will bargain with several companies. "This makes things difficult for the unions, for the company, and for the government. I can see the desirability of structural changes that will tend to consolidate bargaining. The changes will probably occur on an industry-wide basis. The recent contract signed by 19 railway unions with their employers is a very favourable step toward rational consolidation," he suggested.

"We will either get into a real crunch in Canada—as Sweden did in the 1930s—and then develop a system designed to meet our needs, or we will implement such a system beforehand, before the crunch," Mr. Eberlee continued. "Sweden's system calls for bargaining to take place at the top: high-level union and management officials meet, strike the bargain, and apply it right down the ranks of that particular industry. This does not take away from the unions in individual companies, but merely changes their emphasis.

"A union existing solely to fight for a monetary deal for the small number of employees it represents, is so totally occupied with this role that it has no time to consider the social and economic effects of the settlement; even more important, it doesn't adequately represent employee interests in the areas of 'humanizing the working environment' and so on. Consolidation would put things in perspective."

The evolution of dispute—settlement techniques and of alternatives to strikes could have been more rapid, Mr. Eberlee acknowledged, and he wondered whether now is the time for the Government to act as a catalyst in these areas. Instead of merely viewing its role as peacekeeper and guardian of the interests of union, management, and the public, in the near future the Government will also be looking at the results of collective bargaining. It will be interested in the economic shares that society's various elements are taking or receiving, looking at the actual slices of the pie rather than at the techniques used for cutting up the pie.

"I can see the federal Department of Labour acting not only as mediator, but being part of the machinery of government designed to make sure the economic pie is divided equitably. The collective bargaining system as we administer it does not exist just for the purpose of maintaining peace. There is labour peace in certain European and Asian countries, but our system does not operate at the point of a gun. It does operate for the purpose of dividing up and sharing the economic pie," contended the Deputy Minister.

He said he can foresee much more government activity directed toward influencing labour and management to reconsider their on-going relationships in the quest for

long-term maturity, in addition to assisting them in achieving new collective agreements. "It scarcely needs to be pointed out that if union-management day-to-day relationships are bad, there won't be much success in finding or applying new dispute settlement techniques. To improve industrial relations, the Department will convene its tripartite council to encourage joint consultation on common problems.

"I believe labour departments should not only be trying to influence a greater humanization in the working environment, but they should also be dragging the parties into consultation for advance agreement on a better bargaining program for a particular round of negotiations. We've been far too laissez-faire; in too many cases we sit around and wait for the making of a conciliation application before becoming involved. But the conciliation application signals that the crisis is almost upon us. Not much in the way of constructive alternatives can be suggested or tried at that point," declared Mr. Eberlee.

How much of a force is the so-called adversary system? "I think we tend to exaggerate the significance of the adversary system," Mr. Eberlee answered. "I think unions and companies recognize that they have a common interest. The conflict system has been developed to make the decisions about how the results of company activities will be shared. Conflict is inevitable. What we need is to keep that conflict from destroying one side or the other or the public."

There are a few industries where labour and management accept the fact that there exists a state of armed truce or open warfare, he said. Is this due to the nature of the unions or the companies? Perhaps it is due to both: one acts, the other reacts, and the net result is a relationship resembling a class war.

"But this situation is confined to certain industries," Mr. Eberlee said. "You can have good, solid, honest collective bargaining without having a situation where union and management mistrust each other. If there is no trust, this is a style problem. When there is an authoritarian atmosphere—and you can have authoritarianism from both union and management—that's when the adversary system comes into play. I don't think our collective bargaining system creates this; I think it's the way we use the system."

Asked about the future of industrial relations, Mr. Eberlee said that recent labour unrest was partly brought about by double-digit inflation that makes conflict inevitable. Industry-wide bargaining would help alleviate this. If the current decentralized system was more consolidated for the actual bargaining, the need for strikes would be minimized. Psychologically, he said it would also be easier to opt for

voluntary arbitration, as the United States steel industry has done: workers at one plant would know they would be getting the same settlement as workers in a competitor's plant. And part of the 'quid pro quo' would be management's changing its attitude and the way it approaches its employees.

"But I do not see how we can achieve much in the industrial relations area in this country until people generally accept trade unions and collective bargaining as the legitimate institutions they are," Mr. Eberlee summed up. "They are pillars of our socio-economic order, even though they may be run no better than other institutions. It never ceases to amaze me how many people still barely tolerate collective bargaining as a new-fangled invention of the devil, when they have no difficulty with a whole range of less-essential institutions.

"In the final analysis, what we face is a serious understanding gap which we have to bridge."

—Ted Weinstein in
Teamwork in Industry, Jan. 1975.

AN ECONOMIST'S FORECAST FOR 1975

by FREDERICK STAPENHURST

In 1974 the Canadian economy was operating close to capacity and an increase of 4 per cent in gross national product was achieved. The unemployment rate remained high at over 5 per cent, however, and significant weaknesses emerged in some sectors of the economy, indicating that Canada is now balanced on the edge of recession.

The prospects are for a period of slow growth until late 1975 or early 1976, although certain sectors, industries and regions will continue to expand rapidly. Inflation remains a serious problem, and there is little prospect for some months ahead of a significant reduction in the rate of inflation.

One of the major policy problems will be to keep the deepening U.S. recession from crossing the border. Already the slowdown in the U.S. and Canada's two other major trading partners—Japan and Britain—has boosted unemployment in the automotive and lumber industries, while the recent federal tax changes on income from resource production are causing a major cutback in oil and gas exploration. Manufacturing activity will be subject to conflicting forces. There is likely to be a continuing high demand for construction materials, such as steel and concrete, and for heavy industrial machinery and equipment, reflecting a high level of capital investment. But consumer goods manufacturers will probably see a decline in sales of household products, particularly durables, because of the slowdown in housing construction. Overall, real output is expected to rise by about 2 per cent above last year's.

Unemployment

Accompanying this slow economic growth will be an increasing rate of unemployment, which will peak at 7.4 per cent in the fourth quarter of 1975 and average 6.8 per cent for the year as a whole, compared with 5.4 per cent in 1974. It should be noted, however, that unemployment rates did not even get down to the 5 per cent level during the recent economic upturn, compared with an extended period of well below 4 per cent in the period of strong economic growth in the mid-1960s. Hence, any prolonged economic downturn at this point could be translated into unemployment rates beyond anything experienced since the 1930s.

Unemployment rates have tended to go higher with each succeeding cyclical expansion *and* downturn, mainly because of the increasing amount of unemployment associated with increasing individual economic freedom and high job expectations. Thus, in times of economic boom, we have the paradoxical situation of an abundance of job vacancies in some segments of the labour market and an abundance of unemployed people in other segments of the market, but in times of economic recession we have superimposed on this situation a condition of cyclical unemployment.

Total employment increased by 430,000 in 1973 and nearly 400,000 in 1974—representing a net increase of 4-5 per cent. Because of the economic slowdown, employment is expected to increase by only 100,000, or 1 per cent, in 1975.

Inflation

High rates of inflation are expected to persist in 1975, with an increase in the Consumer Price Index of about 11 per cent, compared with nearly 13 per cent in 1974 and 7.6 per cent in 1973. In the earlier years, inflation was primarily externally generated; in 1973 by a surge in world commodity and food prices and in 1974 by oil price increases. But by the middle of 1974 these price increases had led to a wage explosion, and now inflation is primarily of a wage-push type. (World commodity prices have already begun to fall, and Canada has a temporary advantage in the energy situation, because it is self-sufficient in oil and gas; although food price increases remain high, it is hoped that good crops in 1975 will bring prices down.)

To the extent that inflation is generated internationally, it is desirable to reach some international agreement whereby co-operative control is established for the growth of international currency reserves and an agreement whereby nations do not demand too much of the world's productive systems.

In view of the proportion to which food expenditures comprise total consumer expenditures, to deal with the problem it is also desirable that there should be continued use of selective measures such as subsidies for some staple foods, measures to expand supply, tariff reductions and the removal of restrictions of food trade.

But to the extent that inflation is generated internally by wage-push pressures, it is desirable that some sort of incomes policy be adopted—either a Scandinavian-style social compact or a statutory policy as in countries where unions lack the will or the power to keep the compact. Some right-wing economists believe that the coming recession will be more effective in dampening wage-push inflation, since few workers will want to risk their jobs by going on strike in support of high wage demands. In a study of the 10 major industrial nations between 1950 and 1969, Douglas Hibbs of M.I.T. showed a close correlation between high unemployment rates and low union militancy. But the same study showed also that this tendency may be counteracted by the militancy-inducing effect of declining real wages; for every 1 per cent drop in the rate of growth in real wages, the number of strike days lost will increase by an average of 59 per 1,000 workers. Furthermore, there is considerable evidence to suggest that the opposite does in fact occur. There was a near doubling in the number of strikes in major industrial countries between the five years 1963-67 and the five years 1968-72, despite the fact that unemployment rose in all countries except Italy and Germany. And as unemployment rises, there is always the danger of political strikes and demonstrations together with sit-ins at factories

that declare redundancies.

The ability to control wage inflation will be vital in the event of a world recession. If Canada fails, she may find herself with more than her fair share of the industrial countries' balance of payments deficit and consequently have to accept more unemployment than competitive industrial economies.

Indexation

Several countries have decided that the best way to minimize union militancy, and hence arrest wage inflation, is to introduce or encourage indexation. Italy, Denmark and Belgium all have statutory indexation in some form, and in the U.S. more than a half of the workers in the big American unions now have some form of indexation. In Brazil, inflation was reduced from about 30 per cent in 1967 to about 15 per cent today without inhibiting rapid economic growth, and it is thought that it may be possible, through indexation, to gradually reduce inflation to near zero.

In a fully-indexed economy, the terms of all deferred payments, including wages, salaries, rents, interest and principal payments, insurance and pensions, are explicitly tied to a specific price index, thereby guaranteeing the future purchasing power of these payments. Only transactions in which the purchase and payment are made simultaneously would be exempted. Thus, the purchase prices of most consumer goods and consumer durables would not be indexed, but the interest and principal payments on any consumer loans taken out to purchase these goods would be.

Indexation does not remove the causes of inflation; once the economy has adapted to indexation, the actual indexing, in and of itself, will not necessarily affect the inflation rate at all. However, it can help compensate people for their losses in purchasing power resulting from rising prices, and it would reduce the adverse side effects that effective measures to end inflation would have on output and employment. These side effects would be reduced through the making of contracts with prices, wages and interest rates stipulated in *real* terms, not nominal terms, through the widespread use of escalator clauses. Thus it may be possible to break the "inflation-psychology" which Robert Stanfield talked about in the last general election campaign.

One of the major problems concerned with indexing is the actual construction of an index that would be acceptable to all groups and organizations as a yardstick for compensating the real or imagined inequities of inflation. It is important to adopt a single reference index, otherwise each group in society would seek out the specific index it

hopes would be the most favourable to it. The most widely advocated index is the Consumer Price Index. Doubts have been raised about the use of the CPI as the basis for indexation, because it is based on the expenditure patterns of urban families whose 1967 incomes were in the \$4,000-\$12,000 range and therefore does not reflect accurately the impact of price increases on other groups. However, although lower-income families do spend relatively more of their money on food, there is less difference in the impact of inflation on different income groups than the recent sharp rises in food prices might have suggested.

At present, about 90 per cent of all federal transfer payments to individuals are indexed. However, most provincial and municipal transfers outside Quebec are not, and, at the beginning of 1974, only 10 per cent of all collective agreements recorded with the federal Department of Labour had an indexing feature in the form of cost of living allowances.

International Trade

Rapidly rising prices have masked a decline in the volume of exports since early 1974. The key question with regard to exports is whether the U.S. and other industrial nations overseas will turn around from their present softening economic performance as mid-1975 approaches. Because of the balance of payments problems in virtually all industrialized countries, there is not likely to be a surfeit of new export opportunities. Moreover, the strength of Canada's balance of payments position prior to last year contributed to the appreciation since the end of 1973 of the Canadian dollar against other currencies; this has tended to make the export of price-sensitive products more difficult in the short run. The latter situation will be reinforced by the size of prospective investments needed for Canada's resource industries, but any attempt to fix the exchange rate at a level below what market forces produce would invite retaliation from our trade partners and would tend to increase inflationary pressures within Canada. This gloomy scenario for exports will be exaggerated by a levelling-off of grain exports due to transport problems and a cutting-back of oil exports.

Imports, on the other hand, are likely to continue expanding rapidly, especially since higher imports of capital goods may be expected in the coming year. The net result will be a further deterioration in the Canadian current account balance, with the deficit possibly going as high as \$3 1/2 billion in 1975, compared with \$1.2 billion in 1974.

Investment

Monetary restraint and strong inflationary trends around the world have raised world interest rates to very high levels. The tightening of credit markets that took place in 1974

curtailed some business activity, particularly housebuilding. Whether the stimuli directly provided in the budget, and to be supplemented by a significant step-up in CMHC activity, produce an early turning point remains to be seen. Although there is likely to be a rebound from the current low levels by the spring of 1975, the volume of on-site work as the year progresses will still be down from previous years.

Declines in housebuilding and the external trade balance should be offset by high levels of activity in business investment. Investment in new plant and equipment has risen sharply over the past two years and the preliminary investment intentions of the 220 largest corporations show a 30 per cent spending gain for 1975; total private and public investment is likely to rise by about 20 per cent. After a large and unexpected build-up of inventories last year, it is likely that this process will continue, providing further support to the economy as expanded production facilities generate an increased output at the same time as demand growth eases—with consequent slower price advances.

Consumption

In the personal expenditure sector, the most positive prevailing force is that the Canadian consumer continues to receive disposable income gains that exceed huge price increases. For as long as this positive factor is maintained, there will be a continuation of aggregate real consumer expenditure gains, but not in the magnitude of the 7 to 8 per cent typical of 1972 and 1973, or even the 5 per cent gain anticipated for 1974. A decline in expenditure on durable goods started in the third quarter of last year, but with the stimulus supplied by the November 18th budget, together with higher real wage gains, a significant rise in personal tax exemptions and the indexing of tax brackets, there will probably be momentum in the other categories of expenditure to more than offset this. Real consumer expenditure is forecast to increase by about 4 per cent this year, implying disposable income gains of 13-14 per cent in nominal terms. Although this is sub-par for Canada, it is well ahead of the spending performance in the U.S. and most other industrial countries.

Outlook

In conclusion, the economic prospects for 1975 are poor. Inflation will remain at a high level, although there are some indications that the rate will begin to decelerate later in the year. Unemployment will increase, and there are risks of a serious recession in both domestic and international economic activity. The basic questions about 1975 are the *degree* of weakness that will appear early in the year, and whether or not positive factors will reassert themselves sufficiently by midyear to arrest the current decline.

Frederick Stapenhurst is a Research Analyst with the Industrial Development Bank.

11th Annual Review, Economic Council of Canada

COSTS UP, PRODUCTION DOWN

Now that the Canadian economy is operating at close to capacity, efforts to spur economic growth above the potential rate of 5 to 5.5 per cent annually could intensify inflation without necessarily lowering unemployment, the Economic Council of Canada warns in its Eleventh Annual Review.

The Council, a federal advisory body, says that although inflation is attributable to external factors beyond the Government's control, in the long run it is "the result of inadequate national policies and inadequate international co-operation." The Council's review says Canada should aim for a rate roughly equal to the average annual inflation rate of its major trading partners. However, Canada could expect to perform better than other countries in the current very inflationary environment.

From late 1971 to late 1973, Canadian inflation was greater than the average for Canada's principal trading partners, but by early 1974, Canada's price performance was showing a marked improvement relative to that of other countries.

Anti-Inflation Proposals

Observing that food price increases have been major contributors to overall price inflation, the Council says, without elaborating, that governments should continue to use "selective measures" to increase food supplies and stimulate farm production, "rather than to adopt any general system of food-price controls."

A larger supply of savings would help to dampen inflationary pressure, the review suggests. In the present inflationary times "a high premium is given to consumption as against saving," the document notes. It recommends that governments "examine the feasibility of providing further incentives to personal savings."

The ECC notes that indexing of incomes and benefits can help to compensate people for the erosion in their purchasing power. "It is important, however, to keep indexation schemes simple, with everyone using the same inflation index." Although 90 per cent of all federal transfer payments to individuals are indexed, most provincial and municipal transfers outside Quebec are not, notes the Council's review. And at the start of 1974, only about 10 per cent of all major collective agreements recorded with the federal Department of Labour included cost of living allowances.

Unemployment

The Council maintains that a 4.5 per cent unemployment rate can be achieved by 1977. The agency is puzzled, however, by the continuing high level of unemployment. Although 430,000 new jobs were created in 1973—a year of rapid economic growth—the number of people without jobs dropped by only 42,000. "This puzzling phenomenon suggests the possibility...that there are factors that tend to keep the numbers of measured unemployed substantially higher than in the past." The Council is conducting a labour market study that it hopes will provide "further

useful perspective on the composition of unemployment.”

Labour Productivity

The ECC report deplores the “highly disappointing” increase in labour productivity. The improvement in productivity recorded in 1973 was only 1.6 per cent compared with an average annual increase of 2.5 per cent between 1961 and 1972. The 2.2 per cent growth in output per person in manufacturing in 1973 “was not only poor but it was also substantially below what might have been expected in view of the strong 1973 increase in manufacturing output.” The Council believes “there is a need for a careful inquiry into why the growth of labour productivity has slowed down, for many personal and collective aspirations depend upon its continued improvement.”

Social Indicators

In addition to its general analysis and advice on the economy, the ECC for the first time examines housing, health and urban air quality as a step towards measuring the quality of Canadian life. A number of other “social indicators” are being studied.

The Council’s review notes that 21 per cent of households in Canada are “excessively crowded” and recommends that governments provide “more effective incentives to encourage the renovation, improvement and enlargement of existing low-quality dwellings.”

The Council compiled data on air pollution in 11 Canadian cities and says that a system should be established to measure air quality in the more than 40 cities with populations greater than 50,000. Among the cities studied by the ECC, Montreal, Windsor and Hamilton (in that order) had the worst air quality in the years 1971 to 1973. Edmonton had the best quality, followed by Calgary, Sudbury and London.

INDUSTRIAL DEMOCRACY

by HAROLD WILSON

Industrial democracy is a loosely used term covering anything from token participation in management committees to control of enterprises by workers. For the purposes of this article, I will define industrial democracy as "a process leading to self-management by workers, and the replacement of manager/ bosses by co-ordinators elected by, and responsible to, the employees".

Before you dismiss this as some kind of idealist's dream, let me assure you that the real dreamers are those who say that the traditional autocratic management structures can continue without serious problems. Those structures and related management techniques are inefficient, and destructive of human dignity. Their effect, and perhaps their intent, is not the control of work but the control of workers. (I am using "workers" in its broadest sense throughout this article.)

There is no doubt that the original intent of pyramid organizations was to control people at the lower levels. Pyramid or hierarchial organizations have their origin in military organizations, where soldiers were expected to risk their lives trying to kill unknown people for unknown reasons. Under those circumstances, if the soldiers had not been controlled, they would have done the sensible thing—gone home.

When the industrial revolution brought large-scale operations into business, the military approach to the control of people was brought to the factories. No one pretended otherwise.

When Frederick Taylor, the so-called "father of scientific management," promoted his ideas for fragmenting work into meaningless tasks, he was well aware that workers would have to be controlled. In fact, to simplify control he favoured hiring workers with subnormal intelligence. Modern management theories have not advanced much since then. The vocabulary has changed to reflect a more liberal attitude, but management theoreticians are more obsessed than ever with techniques for controlling employees.

Some of the techniques, such as Management by Objectives (MBO) and its variations, purport to rely on self-control, but anyone who seriously examines, or is subject to, these techniques knows that they are just another inefficient and ineffective way of enforcing externally imposed control on employees.

Other components of the control systems include endless (and often meaningless) rules, regulations, and definition of boundaries and lines of communication. In almost all types of work and in all levels of the hierarchy, workers soon learn that to do an effective job they must beat the control system. If they do not choose to divert some of their efforts to beating it they must accept the frustration of having to do a mediocre or poor job.

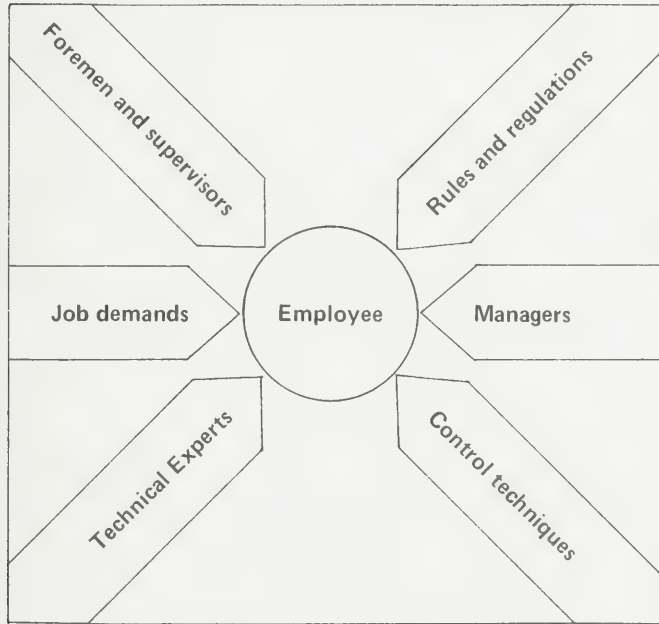
Job frustration leads to alienation, with its social and economic costs—alcoholism, shoddy goods, growing bureaucracies, and needless strikes and lockouts.

There is only one explanation that justifies autocratic management structures and related control techniques: if you believe that our society consists of a small elite group of people who possess outstanding knowledge and ability, and another much larger group of people capable of working only when controlled by members of the elite, then you must support the status quo. If that is your belief, the remainder of this article will be of no interest to you.

If you believe that our society comprises people with a wide variety of talents, abilities, and interests that can complement each other in the performance of a job, you can open your mind to the possibility of industrial democracy.

To begin the process of industrial democracy we must discard structures and techniques that control people and move towards structures and techniques that enable jobs to be performed in a manner satisfying to those who perform them. The contrast in the two approaches is illustrated by the diagrams below.

From the Control of People



Before choosing the second approach we must consider what we are trying to accomplish. My own belief is that work should be a satisfying activity that helps to develop our human potential. Readers who disagree are not likely to have bothered reading this far, so I can safely assume that those who are still with me share my belief about what work should be. But a practical question arises: can work be a satisfying and liberating activity without a loss of productivity?

The answer, based on ample evidence, is an emphatic “yes”, provided that the decisions about how a job should be done are made by those involved.

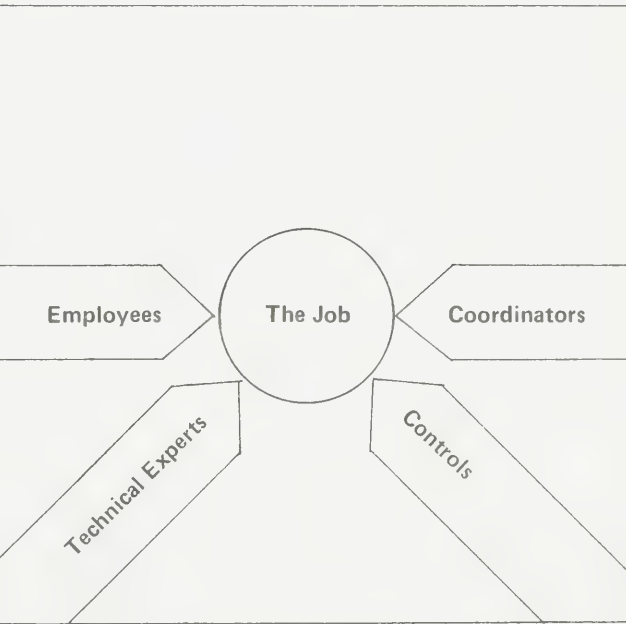
The starting point for industrial democracy will vary from one organization to another, depending upon a variety of circumstances. To determine this starting point, and to ensure that the process of industrial democracy will continue, it is necessary to make a distinction between power and authority.

My explanation of this difference does not correspond with the traditional usage of these words: it is intended to provide an explanation that has a practical application.

The exercise of power leads to a reciprocal exercise of power, and establishes a hostile relationship between the people or groups exercising power.

The exercise of authority establishes a non-hostile relationship.

To the Control of Jobs



The exercise of power takes place when one person or group uses force or threats to require another person or group to submit to something. In the workplace, the exercise of power takes the form of harassment and intimidation by bosses who are able to exercise power simply by virtue of having been appointed to a supervisory position. Part of the role of unions is to establish a countervailing power in order to protect the workers against abuse of management power.

In contrast to the exercise of management power is the legitimate exercise of authority, which does not establish a hostile relationship. The distinction between power and authority is partly a subjective one and changes with time.

Traditionally, power and authority went hand in hand. This was because it was accepted that God granted authority to those who possessed power through their positions in the church or state or because of their extensive land holdings. Following the industrial revolution, attempts were made to demonstrate a similar correspondence of power and authority in the hands of the capitalists. Times have changed, and most people are no longer prepared to accept that the few should have power over the many.

It is not only the combined power and authority of managers that is being questioned. The old style "union boss" is giving way to more responsive leadership. The May 1974 CLC convention provides an illustration of this.

At that convention there was a mood of reform. One may question whether or not that mood was transformed into policy decisions, but there is no doubt that most delegates were not prepared to accept the old-style union discipline and backroom deals. 'Establishment' slates were broken in the election for officers, and resolution committees responded to the mood of the convention in order to avoid open confrontation.

What is beginning to happen in the more progressive unions must also happen in the workplace. Usually the best place to start in the workplace is with the immediate work environment. It is there that the immediate boss must be replaced by a co-ordinator acceptable to and responsible to the workers.

I can almost hear the gasps of horror. What about management rights—that sacred clause that appears in almost every collective agreement?

Whatever "management rights" might mean, they have nothing to do with getting a job done, and a lot to do with the problems that plague most business enterprises and government departments. Countless grievances are rooted in the question of management rights. Strikes have occurred because employers have been hung up on some demand they believed would infringe on management rights.

The reason for management rights evoking strong feelings is that they provide security for insecure managers. Most managers feel threatened by people above and below them in the hierarchy. There isn't much they can do about those above them, but below them they can draw an imaginary line representing management rights. No one below may cross that line and thereby increase the feelings of insecurity.

Management rights were once absolute but unions, laws, and perhaps even common sense have pushed the line back. In recent years management's exclusive right to introduce technological change has been curtailed. In some plants, unions and management have an equal status on safety matters. Instead of leading to disaster, these restrictions on management rights have brought better working relations and fewer stupid decisions. The replacement of first-line supervisors by worker-elected co-ordinators would have similar results.

The objections to such a move are not all from the management side. Some trade unionists are reluctant to give up the security of a familiar role in the adversary system. They are also concerned about the dangers of weakening their bargaining position.

That would be a legitimate concern if self-management of the immediate day-to-day work were the final objective, but it is only a first step in the process of industrial democracy. As the process continues, the roles of both management and the unions must change, because you cannot have an adversary system without an adversary.

Some people argue that the election of co-ordinators would be a popularity contest with the wrong people winning. That is unlikely to happen, as there should be no prestige or special rewards attached to the co-ordinator's position. Anyone elected should be subject to recall at the discretion of the workers, so that if a co-ordinator does not work out, he can return to his original position with no loss of face or income.

Compare this with the usual basis for promoting employees. There are three main reasons for a person being promoted from the ranks in larger organizations: (1) he has a relative somewhere up in the hierarchy; (2) he has exceptional ability in his field; and (3) he has successfully gone after a promotion.

Little comment is required on the advantages of having a well-placed relative. The advantages of building an organization on nepotism are, however, open to question.

Promoting a person because he has exceptional ability in his field is more harmful than promoting unexceptional relatives. The exceptional ability is lost to the organization in the hopes that its possessor might have management talents—often a misplaced hope.

Promoting a person because he has successfully gone after a promotion is the most common and most harmful of the three. The characteristics that make a person a successful promotion hunter are usually the characteristics that make him an unsuccessful leader of people. This is because the promotion hunter is usually one who

is seeking power to satisfy some egoistic drive. Having reached his temporary objective, his exercise of power will be counter-productive, because his decisions will be based on what he believes will aid him on the next step up the ladder and not on the objective of the organization.

To be promoted in a large organization, one must stand out from his fellow workers. The right things about him must reach the attention of the right people. If he plays the work game according to the rules, and follows the formal lines of communication, he does not stand out. No personal benefit is derived from sharing his ideas in committees of his peers. Far better to channel them to the right people. Fellow workers are not people to co-operate with, but competitors to be beaten in the race for promotion. If he becomes active in the union, it is to demonstrate his true attitude to management by making sweetheart deals.

In the federal Public Service, where the so-called "merit system" is in effect, the promotion seeker sets about doing those things that give him merit points. One's merit rating is determined by one's ability to get merit points. Attempts to rate one's merit for a leadership position are bound to fail. Leadership is a quality that is extremely difficult to analyze, and attempts to express this quality as a quantity are futile.

The process of industrial democracy involves a move away from power relationships towards relationships based on accepted authority. For the process to continue, safeguards are necessary to prevent new concentrations of power developing or old concentrations of power being retained. The places where this is most likely to happen are within the existing management or union hierarchy or among employees with specialized technical skills (computer personnel, engineers, scientists, accountants, etc.)

The most important safeguard is to overcome our obsession with secrecy. Our governments, public services, and private enterprises almost always assume that information must be kept secret (confidential is the usual euphemism) unless there is some advantage in making it public. The possession of secret information is a source of power as it allows its possessor an advantage over a competitor who lacks that information. Secrecy is central to the power of dictatorships and organizations such as the CIA.

Information is not kept secret only by restricting its circulation. It is also kept secret by revealing it in disguise. That was the technique that enabled witch doctors to wield power in their tribes. They disguised their bit of knowledge in a lot of mumbo-jumbo. In our modern artificial tribal groupings that are organized to do work, the witch doctors are the social scientists and the technocrats.

Psychologists, sociologists and economists are the undisputed masters in disguising information, although members of my own profession, accounting, together with lawyers and computer experts are strong challengers. Scientists and engineers make a respectable showing as well. (I do not include senior bureaucrats in the public services because disguise is their full-time profession. For those included, disguise is a technique for holding power.)

Technical jargon can be useful as a form of shorthand communication among people with similar technical backgrounds. It is of no use in communicating with people with different backgrounds.

Most workplaces require specialists in various fields. In the process of industrial democracy, those specialists must communicate, in laymen's language, the information necessary to make sound, democratic decisions. Failure to do so indicates that the specialist is incompetent or that he is seeking power by withholding information. The more specialists withhold or disguise information, the more others are forced to accept the decisions of the specialists—decisions often influenced more by self-interest than by specialized knowledge.

Employers and union representatives often withhold information from each other because they perceive their relationship as one in which a gain by one side is a loss to the other side. A certain amount of bluffing takes place on both sides and the power to bluff is lost if the hands are revealed. One may deplore that situation, but there is no alternative so long as we organize our workplaces with power at the top and then try to prevent abuse of that power by granting some power to unions.

Although I feel that more powerful industrial unions would be desirable, to prevent management's abuse of power and improve wages and working conditions, I have no illusions that in their traditional role more powerful unions can do much about work alienation.

It is on work alienation that we must focus our attention. Work has a profound effect on our lives, both on and off the job. If we spend eight hours a day in an authoritarian atmosphere doing meaningless tasks, those hours are lost from the development of our full human potential. At the end of the eight hours few people can say, "Now I am free to live in a democracy and participate fully in life." The strong conditioning to accept a passive role at work tends to carry over to non-work activities.

Job enrichment programs can relieve some of the monotony of work, but they do little to provide job satisfaction, because they reflect the attitude that the elite must tell the workers what is good for them. When workers control their workplace, job enrichment

follows, but it is not an externally imposed program and it may not be thought of as a program at all. Instead, it is something that develops naturally to fill human desires for job satisfaction. It is no coincidence that the natural evolution leads to greater efficiency. When people are required to work in a way that is counter to their nature they will be inefficient unless coerced. Fortunately, the opportunities for coercion are limited.

Most large organizations use a variety of gimmicks to motivate employees—usually without success. Psychologists, M.B.A.'s and sundry other products of our universities come equipped with motivation theories designed to get maximum work for minimum pay. They are surprised to find they can't manipulate employees who want maximum pay for minimum work.

One could engage in an interesting debate on the relative morality or virtue of the manipulators and the objects of their manipulation. Little would be accomplished, though, by the debate. It would not change the fact that when people are required to perform meaningless tasks to make a living they are going to do as little work as they can get away with, for as much money as they can get. Nor are they going to be convinced that harder work will lead to higher profits and higher profits will lead to higher wages. Too much is lost in vaporization with the trickle-down theory. Of course this situation is not satisfactory to employers or employees. Employers do not feel that they are getting a fair day's work for a fair day's pay. Employees do not feel that they are getting anything other than a pay cheque. They have no sense of having produced anything, created anything, contributed anything, or of having accomplished anything other than filling the required number of hours to 'make a living'. Living is something completely separate from making a living. Rewards are not to be found in work but in the payment for work.

One must make a living, but it is desirable to live while doing so. When free to control their workplaces, people can live while engaged in productive work. They do not need to be manipulated or coerced. Discipline, as we know it in autocratic organizations, becomes redundant.

Disciplinary action in the form of reprimands, suspensions or dismissals is intended to punish employees for doing or not doing something contrary to the wishes of management. Presumably the punishment is intended to discourage repetition of the violation and serve as a warning to other employees. It does serve as a warning—a warning not to get caught.

Many disciplinary actions fall under the general heading of insubordination: that is, refusal to openly acknowledge and accept one's subordinate or inferior status in the hierarchy. We have progressed a bit on that front—workers are no

longer charged with insubordination through failure to remove their caps in the presence of their bosses. It is now time to throw out the whole idea of insubordination.

Personal difficulties such as alcoholism and domestic or emotional problems give rise to disciplinary action when those difficulties interfere with work. The difficulties are aggravated by fear or discipline and made even worse by a reprimand, suspension, or dismissal. They are more easily overcome in a non-authoritarian atmosphere where the fear of discipline is absent.

Finally, there is discipline for sheer laziness, 'goofing off', or 'dogging it'. Disciplinary action is far less common than the offence, because on most jobs it takes very little skill to avoid getting caught by the boss. Besides, if you do get caught, it's fairly easy for your union representative to beat the rap.

It is much more difficult to fool your fellow workers. When they control the workplace, group pressure is far more of a deterrent to laziness than is the threat of discipline. Authority of one's peers is also more acceptable than the power of one's boss and it evokes a positive rather than a negative response.

When advocating industrial democracy in Canada, I am constantly aware of the gap between traditional thinking and what I am advocating. It is not an easy gap to cross, and it is one that I bridged gradually after considerable research and a good many years of experience as an employee and as a manager. It was made easier by having been able to observe various forms of industrial democracy in Europe.

None of the European forms can be transplanted in Canada because of differences in history, culture, tradition, and several other factors that help determine the growth of industrial democracy. We can, however, learn from European examples that chaos is not the only alternative to hierarchial organization. We can also learn that when organizations evolve naturally from respect for human dignity and human differences they are more effective than when they are artificially created by fitting the individual into an organizational theory.

Every extension of democracy has been resisted with warnings of impending disaster. Political democracy was long restricted to property owners because somehow the ownership of property improved judgment. The extension of the franchise to women was thought to be the ultimate folly. Colonial powers resisted freeing their colonies on the grounds that the natives were not ready for self-government. If the natives got restless they were calmed by a token gesture or by force.

Now there is restlessness in the workplace that cannot be calmed by token gestures or by force. It is time to begin the process of industrial democracy.

BETTER UNEMPLOYED THAN DEAD

by George Sanderson

Working, like smoking cigarettes, may be harmful to your health. This was brought home recently to 8,000 American workers exposed to vinyl chloride, a gas used in the plastics industry, when it was discovered that 20 of their co-workers had died of angiosarcoma, a liver cancer so rare that only about 25 cases are reported in the U.S. each year.

It was yet another in a long series of surprises being sprung on experts in the field of occupational disease. It came as a surprise because the plastics industry is just coming of age in terms of industrial mortality, and because the cancer can take from 10 to 30 years to develop after the initial exposure to vinyl chloride.

Moreover, scientists in the field are faced with the introduction every year of some 500 new chemicals, yet the U.S. National Institute for Occupational Safety and Health reportedly has the money and the manpower to develop each year only one standard for safe exposure to industrial hazards.

Vinyl chloride is used in making polyvinyl chloride, a widely used plastic resin that goes into hundreds of household and industrial products, including building materials, home furnishings, phonograph records, synthetic fabrics, food packaging, toys and sporting goods. Vinyl chloride has also been used as a propellant in aerosol consumer products such as hair sprays, deodorants and pesticides.

Although medical scientists have long known about the toxic qualities of vinyl chloride, it was not until fairly recently that the gas and its offshoot, polyvinyl chloride (PVC), have received widespread attention as cancer-causing substances. This resulted from disclosures made in 1973 by Professor Cesare Maltoni of the Cancer Research Institute in Bologna, Italy, that a high percentage of his laboratory rats developed angiosarcoma after being exposed to more than 50 parts of vinyl chloride per million parts of air. Maltoni's findings so alarmed American chemical scientists that they began their own research program in the U.S. In April 1974, the Manufacturing Chemists Association announced that its preliminary tests

tended to confirm Maltoni's data, with tumors developing in mice down to 50 ppm exposure level. Later experiments showed that mice developed tumors after doses of less than 50 ppm.

Maltoni suggests that the results of his experiments with vinyl chloride should serve as an example of the need to test other industrially produced substances before they are released into the work environment. Since his findings were made public, more than 30 cases of the fatal liver ailment have been diagnosed in vinyl chloride workers living in half a dozen countries. Many more workers may be doomed already without knowing it. The latency period for angiosarcoma varies from 10 to 30 years.

According to Dr. Joseph Wagoner of the U.S. Centre for Disease Control, the liver cancer claimed the lives of 109 vinyl chloride workers from 1950 to 1973. "The number of deaths from angiosarcoma in this population was almost 12 times the number expected," he noted. Last year the B.F. Goodrich Company reported as many as six cases of the disease among employees at its Louisville, Kentucky, plant—an unusually high number for a single plant.

Vinyl chloride is under investigation in Canada, where five companies produce the chemical, but there have been no reported cases of angiosarcoma in this country, according to the Health Protection Branch of the Department of National Health and Welfare.

Because of the relationship between vinyl chloride and cancer among workers exposed to the chemical, safety standards have been drastically revised in a number of countries to reduce the permissible exposure of workers. In the U.S., the Occupational Safety and Health Administration has issued a new standard, effective January 1, 1975, requiring employers to reduce exposure to one part of vinyl chloride per million parts of air, averaged over eight hours, and to no more than 5 ppm for any period longer than 15 minutes. The new standard falls short of the "no-detectable" or less-than-1-ppm limit demanded by the trade unions but it is more stringent than industry proposals.

The new standard requires that workers wear air-supplied respirators if they are exposed to more than 1 ppm of vinyl chloride averaged over eight hours and more than 5 ppm over 15 minutes.

It calls also for regular monitoring of plant air, regular medical examinations for workers, and establishment of "regulated areas" where vinyl chloride levels are high. It prohibits direct worker contact with liquified vinyl chloride and requires the posting of signs warning that the chemical is a "cancer-suspect agent."

The new standard "applies to the manufacture, reaction,

packaging, repackaging, storage, handling or use of vinyl chloride or polyvinyl chloride but does not apply to the handling or use of fabricated products made of polyvinyl chloride."

Dr. Irving Selikoff, director of environmental medicine at New York's Mount Sinai Hospital and president of the Society for Occupational Health, said that the 1-ppm limit on exposure to vinyl chloride "is in essence a recognition of the contention of labour and health authorities that there should be no exposure to vinyl chloride."

American plastics companies, however, have voiced strong opposition to the new measure, arguing that if the vinyl chloride industry were forced to shut down because of an inability to meet government regulations, it would result in the loss of 1.7 to 2.2 million jobs in related industries and \$65 billion annually in lost production.

Peter Bommarito, president of the United Rubber Workers, called industry claims "blackmail" and said that a "no-detectable" level for VC is both necessary and feasible. "The country survived for nearly 200 years without PVC and we can survive in the future without it," he declared. "If PVC cannot be made and used safely, then steps must be taken to phase out vinyl production and to find substitutes for its products, or to phase out the products themselves".

Until May 1974, it was thought that liver-cancer deaths linked to PVC were limited to workers directly involved in the manufacture of vinyl chloride or its polymerization. Now, American scientists are concerned that many thousands of associated workers may also be exposed to the danger because 55 per cent of all plastics used in the U.S. are made of the chemical. The scientists' suspicions were confirmed when a 30-year old worker engaged in placing PVC isolation tubes around electric cables died last year of angiosarcoma. Two more deaths from the disease—one victim was an accountant—were reported at a Connecticut plant that made PVC-coated fabrics.

The latest development in the vinyl chloride story is that the danger may extend far beyond the work environment to consumers of plastic products, as well as to the families of workers and to people living near the sources of production.

Dr. Selikoff noted that "the hazard might not stop at the factory gate but might invade workers' homes and the neighbourhoods about vinyl chloride facilities. Transport and storage might present unsuspected risks". The New York Center for Disease Control found that a woman who for nearly 30 years had lived four blocks from a PVC plant in Niagara Falls, N.Y., died of angiosarcoma in January 1974.

Responding to the environmental effects, the U.S. Environmental Protection Agency has called upon the vinyl chloride industry to take prompt steps to reduce the discharge of the gas into the atmosphere. The EPA found that more than 200 million pounds of the deadly chemical escape into the environment each year.

Even the vinyl chloride that is trapped in PVC dust or resin can leach out into the atmosphere, particularly when the PVC is heated. Plastic film made from this substance will also release VC fumes when subjected to high temperatures. In the case of PVC bottles, the gas may migrate into the fluid that the bottles contain. This is particularly true of alcohol, for which vinyl chloride has a great affinity. When PVC is a sheet or film, the VC may leach out to contaminate the meat, vegetables or other foodstuffs enclosed in the package. The Canadian Government may therefore introduce regulations prohibiting the packaging of food in material made of VC monomer. Cosmetic products containing VC have already been withdrawn from the market.

The findings regarding VC and PVC now pose a major international question affecting both workers and the general public. How many other cancers, how many other health hazards exist or have gone unrecognized during the past 30 to 40 years? How many other deaths could have been prevented?

What angers the trade unions and the medical experts most of all is that not enough is being done to protect workers from hazards that are already well known. "There are hundreds of harmful chemicals used in industry for which there now exists enough scientific information to warrant protective control measures," asserts the United Rubber Workers' Bommarito. "Yet the protection of workers is ignored." Must everything reach "disastrous proportions before corrective measures are taken by industry and government?" he asks. "Must a new cancer or disease be discovered every year before an investigation is undertaken?"

Medical specialists in the field of environmental disease believe that 80 per cent of all cancers are caused by exposure to substances in the air or water. These include everything from compounds in tobacco, automobile fumes and aerosol cans to asbestos, lead, carbon tetrachloride and chloroform.

According to United Auto Workers Vice-President Pat Greathouse, only an estimated 3 to 5 per cent of the 25,000 chemicals on the 1973 Annual Toxic Substances List are covered by standards, although some 500 new chemicals are introduced each year. "It is intolerable," he says, "that for the majority of chemical substances introduced into workplaces we must wait until workers are

killed, diseased or made ill before we have the opportunity to have corrective measures taken".

Unfortunately, meagre resources of money and manpower do not permit the development of sufficient standards each year for safe exposure to industrial hazards. Moreover, there are not enough inspectors to ensure that companies comply with existing standards. In the U.S., for example, there are probably as many as 100,000 deaths a year from occupational disease in addition to the 15,000 or more deaths from occupational accidents. Yet until recently the U.S. had fewer than 100 inspectors employed by the Labor Department for the more than four million workplaces in the country.

Canada, with even lower resources, tends to follow closely developments in the U.S., and to adopt American recommendations, which are usually set in an international context. In the case of vinyl chloride, workers in Canada have been waiting to see what the U.S. would do. Canada will probably implement American recommendations concerning the lethal substance. In the meantime, the Canadian breadwinner might do well to note carefully how the bread is wrapped.

Medical scientists and trade union leaders from 16 countries met recently in Geneva under the auspices of the International Federation of Chemical and General Unions (ICF) to discuss the dangers of vinyl chloride. VC is held by scientists to be responsible for the high rate of angiosarcoma, a rare cancer of the liver, among workers exposed to the chemical. Researchers have also been reporting higher than average rates of lung, brain and other cancers among such workers. In addition, vinyl chloride may cause headaches, dizziness, liver and spleen enlargement, liver dysfunction, eye, nose and throat irritation, pain in the bones and a skin disorder called chloracne.

Delegates to the three-day conference were unanimous in insisting that all hazards from vinyl chloride and its offshoot, polyvinyl chloride (PVC), must be removed from the workplace. This is thought to mark the first time that a trade union—medical axis has been forged in international labour relations.

The ICF maintains that because industry lacks the will to make economic sacrifices to achieve a "no-detectable" level of VC in the air workers breathe, such a standard must be forced upon it. And because vinyl chloride is an international danger, organized labour throughout the world must bring pressure on industry and government to reduce the permissible level of exposure to the carcinogen to

the safest level for workers—less than one part of VC per million parts of air.

The companies that produce VC and PVC argue that such a standard would put the plastics industry on a collision course with economic disaster and result in widespread layoffs of workers. Charles Levinson, ICF secretary-general, contests the industry's claims, adding that "a worker who is alive and well but may be unemployed is better by far than a dead worker."

American and European authorities on work-associated diseases who attended the conference all stressed the need to test chemical compounds for health hazards before they are used industrially. Dr Irving J. Selikoff of New York's Mount Sinai Hospital emphasized that adequate testing was important because of the frequently long periods between the initial exposure to an occupational hazard and the first detectable indications of disease, as in the case of angiosarcoma. Delegates to the Geneva conference assigned top priority to having all substances "proven safe before being introduced into industry."

Vinyl chloride has become something of a test case for the unions in developing a wide-ranging program in co-operation with medical experts to ensure that workers do not contract cancer or other diseases from the substances they handle on the job. As an example of what the unions are seeking, the conference adopted a resolution urging the U.S. Congress to pass a bill controlling toxic substances.

THE PLIGHT OF “THE HUMANOIDS”

They have been termed “humanoids: flesh and blood occupants of offices and service posts whose actions, with occasional exceptions, are governed by systems. They are ruled by the computer, the engineered system and the manual of policies and procedures, with little or no discretion to initiate or deviate.”

Ontario Provincial Secretary for Justice and Attorney-General John Clement was not portraying workers of a future society when he used this definition. He was quoting from author Joseph Cooper's description of contemporary office or company employees: the robot workers.

Addressing members of the Administrative Management Society's Niagara Chapter last October in St. Catharines, Clement said a lack of equality and respect characterizes many of the internal workings of corporate life, leaving little doubt as to the reasons behind worker dissatisfaction.

“On the one hand, an increasing number of senior executives are exhibiting the behaviour of the ‘workaholic’ who is completely incapable of responding to people—including his own family—or their needs. On the other hand, the junior employee is simply switching off work altogether, because it does not give him the sense of competence and reward needed for fulfillment,” observed Clement.

Barriers Still Stand

“The interpersonal barriers of a century ago—symbolized by the top hat and the cloth coat—have not gone away and are, in fact, still eating away at the productivity and morale of the workplace. The liberal attitude of recent years, which included giving employees longer coffee breaks, a first-name relationship with the supervisor, and a complaints box beside the time clock, has had little impact on the real problem. A lethargic lack of caring about what is going on in the bowels of a company, and a total lack of appreciation for what is happening to the people down there has created a new class of robot workers: humanoids.”

For several decades, businessmen and academics have made devastating criticisms of our work environment, asserted the Ontario cabinet minister. Psychologists have been saying employees should not be looked on as extensions of machines. Managers have suggested more fulfillment in the workplace.

Now we are reaping the fruit of past inaction, declared Clement. It is difficult to fill jobs, staff turnover in many industries has become an epidemic, absenteeism costs millions of dollars daily, and labour unrest is rampant. On the assembly line, alcohol and drugs are, for a growing

number of workers, the prerequisite for finishing the shift. And recent surveys show things aren't much better in the office, as jealousy, frustration and tension take their toll.

Ashley & Crippen, Toronto



Management Transition

"If ever a transition in management were needed, it is now," he stressed. "But it must be more than the false revolutions of the past several decades. What genuinely seems to be needed is a new way of thinking about people, both the managers and the managed. What is most urgently required is a transition away from the inflexible, hierarchical, and authoritarian superstructure of management common to most corporations, toward a management capable of understanding people at all levels of society.

"There is a gulf between managers and production workers, and between one level of management and another. But there is also a tragedy to the class consciousness, implicit in any system which allocates special privileges and the right of job development to the executive few."

The suggestion that worker democracy is the answer to contemporary workplace problems can be analogous to expecting the Wright brothers to invent a Boeing 727, said Clement. In his view, what is needed is a transition in management, not the abdication of the manager's role.

New Attitudes

"This transition means a slow assimilation of a whole new set of attitudes," Clement explained. "First, I think many managers must learn to reduce the frantic pace of day-to-day affairs, and set aside their self-images as tough businessmen and decision-makers. Managers need to leave themselves more time for reflection and human interaction within the firm. "Secondly, we need to recognize that individuals are pretty much the same, whether they are sweeping the floor or plotting corporate takeovers. It should not be so very difficult to put ourselves in the place of another, to experience his life as he does, and understand how his situation can be improved.

"Third, I would like to see a greater recognition of men and women as self-developing entities. We are a species with the innate capacity to improve our individual level of understanding and our sense of self-worth and contribution. Any job which does not make room for such growth and which cannot accommodate the common aspiration of all people to do things better or to learn new skills should be changed or abolished. We cannot simply relate work to the pay cheque.

"Fourth, managers need to spend more time anticipating and exploring the impact of work on people in their company. Perhaps special groups of managers should be established to evaluate what it really means to work in a particular job, and how it could be made more rewarding and challenging."

In summing up, Clement said the theme of management transition can be a productive undertaking, both for individual managers and the economy as a whole.

T.S.W.

ORGANIZER IN THE ARCTIC

By Murray Cotterill

What's a union organizer doing in a place like this?

It could be an alien planet. To the north, stark, uneroded mountain ranges, sheer cliffs dropping three thousand feet into an icy sea. To the south, icebergs frozen tight in Cumberland Straits and snow-sprinkled stone rolling like a moonscape down to Frobisher Bay.

Inside, behind picture windows of Peyton's Lodge, the elected councillors of Baffin Island's new hamlet of Pangnirtung are in session with the Commissioner of the Northwest Territories. They're worried about problems such as soaring prices for gas for their snowmobiles, the need for some kind of a bus to help youngsters, and oldsters, around the air strip that cuts through the center of the hamlet. But their most important concern is getting higher grades taught in Pang's own school so that the children don't have to be sent off to a hostel in temptation-filled Frobisher in order to finish their education.

In one way it looks and sounds like a normal meeting between two levels of government. In another way it looks and sounds like a negotiating session between a local union and the corporate head office team.

After a huddle with his aides, the Commissioner comes up with a proposal. "The problem isn't enough room for extra classes," he explains. "The problem is extra housing for the extra teachers.

"Now that you're a hamlet, our settlement manager will be leaving to take up other duties. That's one extra house. The government budget calls for two more staff houses. You're getting ten more houses under the Eskimo housing program. If you can spare one of your ten, that will make four. And this means you can have extra teachers and two extra grades in Pangnirtung school."

The hamlet councillors go into their own huddle, report agreement. "Then it's a deal," says the Commissioner. His promise is duly recorded by aides and by the hamlet's own secretary.

Later that night, a full report of all the discussions and decisions is given at a jam-packed meeting in Pang's Community Hall. Interpreted into Eskimo by Elijah Nowdlak, who had quit his job as a teacher's aide in Frobisher Bay because his wife didn't like life in the "big city" (population 2,300), the Commissioner tells Pang's citizens about the extra school grades and how a new "moon" the "big government" in Ottawa has sent up into the sky will mean that radio signals can be bounced over the mountains down into Pangnirtung fjord. They are given a promise that the "little government" in Yellowknife will look into the idea of storage tanks to cut down the price of gasoline. Finally, a gavel, symbolizing self-governing status for their new hamlet, is presented to Chairman Peteroosie Karpu.

"If they don't behave when you hit the table," the

Commissioner demonstrates, "tap them on the head." Grinning at the prospect, older folk walk and young folks roar away on their snowmobiles, back to oil-heated, modern, pre-fab houses, rented for a percentage of income, where a pot of tea or coffee is waiting on the electric stove.

The next morning, the Commissioner takes off for another of the six Eastern Arctic communities on his current 6,000-mile journey. If possible, during the rest of the year, he'll try to make it to all of the 53 communities, totalling 36,000 souls, spread over the 1,300,000 miles of Canada's Northwest Territories.

To a southern town council, the idea of everyone's living in a standardized, government-supplied, community-maintained house rented for a percentage of income, and the idea of discussing such free enterprise prerogatives as the price charged to customers might sound sinfully socialistic. Education, of course, would be a matter for a separately elected school board. On the other hand, the possibility of having the spokesman in the Arctic for the Ottawa Government and the provincial premier combined negotiating money problems in person, making decisions on the spot and then explaining everything to the electorate afterward sounds too good to be true.

Stuart Milton Hodgson

As Stuart Milton Hodgson, M.S., Commissioner of Canada's Northwest Territories, sees it, better health services, proper housing, more local education, lower commodity prices, cheaper transportation and better communication are all logical concerns for self-governing people. And self-government, as he sees it, needs frequent face-to-face discussions, on-the-spot decisions and continuous personal encouragement. Otherwise self-government could degenerate into the exclusive possession of an elite of entrepreneurs, professionals and full-time civil servants.

Can a race of hunters, genetically honed over thousands of years to survive in the world's harshest environment as mobile self-supporting family units, organize themselves within one or two generations to control their own destiny in a new social structure of fixed settlements within a wage-earning economy? Or will an increasing dependence upon outside technology turn their ever more numerous children into just another pool of bewildered, unskilled labour, helpless within their own land and isolated by language from the better jobs?

Hodgson thinks that, if they can learn the arts of self-government and collective action, the Eskimos can win. He puts his faith in the union organizer's traditional dictum that, if people who work organize and stick together, there is no greater power anywhere.

Medal of Service

This faith comes naturally to the Commissioner. At first sight he could be mistaken for a classic colonial administrator. He's big, erect, favours a small military moustache, John Wayne haircuts and narrow ties. But beneath the opulent, badge-laden fur parka, the Medal of Service, the Royal Tours and the airborne entourages is Stu Hodgson, the lumber mill union organizer from British Columbia, who knows that ordinary people can accomplish the impossible and beat the system. He knows it because he and his fellow sawmill workers have done it in their own lifetime.

"I'm not a university graduate. I never even finished high school. I knew nothing about government when I started and I didn't make any bones about it. But I did know how to organize, how to run a meeting, how to debate in public and how to negotiate. These levels all served me in good stead. As far as I'm concerned, the training I got in the union movement has been invaluable. My big job is still organizing the unorganized," emphasizes Hodgson. "The only difference is that now we call the organizations hamlets instead of locals."

As the record shows, Hodgson began work in B.C.'s lumber industry in 1940. After three and a half years Royal Canadian Navy service on the Atlantic run, the Murmansk run and anti-submarine patrols, he came back to the lumber mills and was immediately caught up in the excitement and turmoil of the CIO industrial union explosion of the postwar period. In the spring of '49 he was elected financial secretary of his huge Vancouver area Woodworkers' local. He met and married his wife, Pearl, a strong union girl working as a secretary in the Woodworkers' office. He served for two years on his union's international executive board, became Vice-President of its Western Canadian Council and a member of the erstwhile Canadian Congress of Labour's executive council. In 1955 he represented Canada's unionists at the 4th World Congress of the International Confederation of Free Trade Unions.

In 1964 Arthur Lang, B.C.'s federal cabinet minister in charge of northern development, wanted a labour appointee on the Northwest Territories Council. The big lumber worker from his own home province got the nod.

No Token Appointee

No token appointee, Hodgson insisted upon information, assignments and responsibilities. When the Deputy Commissioner's office came open a year later, Hodgson plunged into the future of Canada's Arctic as a full-time civil servant. In 1967, when the top commissioner's job

became vacant, he was ready with the energy, the ideas and the know-how.

As Hodgson sees it, there's no point in culture addicts' bemoaning the passage of the old Eskimo way of life with its isolated family self-reliance, skin tents, winter igloos, starvation and massive infant mortality. "Igloos," he emphasizes, "are miserable, cold and unhealthy. Dog teams may look romantic in the movies but they are not an efficient or dependable way of travelling."

In any case, the Eskimo's migratory, hunting culture was already in its final days long before he arrived in 1967. The self-contained family, hunting the shoreline for seals or following the caribou across the tundra, had been hooked on southern technology once the first fur was traded for the first steel knife from a whaling ship crewman. They were hooked even deeper when the womenfolk saw woven cloth and pots and pans at the trading post and when Anglican and Catholic missionaries brought medical knowledge, told Bible stories, taught phonetic writing and showed pictures of Southern wonderlands to the Eskimo children.

Finally, along came government in the form of Mounties, schools, hostels, nursing stations and settlement managers. With the children pinned down by education and the adults pinned down by nursing stations and family allowances, Eskimo society was already changed.

What's needed now, says Hodgson, is encouragement of self-organization, prodding the Eskimos into taking over the political and economic machinery of their new settlement culture, teaching them in advance to protect themselves against exploitation as the search for raw materials and the profits of tourism draw the high Arctic closer and closer to the massed peoples of the South.

Was CIO Organizer

It is exactly the same job he had to perform as a CIO union organizer, when he had to encourage employees to overcome their inferiority complexes, overcome their tendency to leave things up to the boss, organize themselves, run their own local unions and shore up their income and job security through collective bargaining.

Organizer's job number one was to yank the government headquarters machinery out of its warm, safe, Ottawa womb and move it up to Yellowknife on the rugged north shore of Great Slave Lake. Along with new offices, this also meant a massive job of building bungalows, townhouses and apartments, and rationing them out as fairly as possible to those who were putting up with mobile homes in the meantime. Despite the tradition of super-homes for higher civil service echelons, Hodgson has

contented himself with a style of house that would look modest in any middle-class southern city subdivision.

Organizer's job number two was to rewire the network of limited authority ceded him by jurisdiction-jealous Ottawa and stretched thin over the immensity of the Territories.

Organizer's job number three was to start the transition from remote, colonial-style administration to as much self-government as possible within a highly-subsidized political unit. It was the same job faced by union organizers when the time came to insist upon local unions running their own affairs instead of waiting for some appointed head office official to make all the unpopular decisions.

"Some people say I'm running a non-democratic government up here in the Territories," Hodgson says. "My answer would be that they're correct. But my further answer is that this is all in transition. For example, when I joined the Territories Council I was one of five appointed members and there were only four elected members. Now there are ten elected and only four appointed. In April 1975, there'll be fifteen elected. And before many more years there'll be an elected head of government as well."

Boosts Self-Government

But, more important, Hodgson argues, unless there is democracy at the bottom, democracy at the top can become a dangerous illusion. That's why his personal emphasis is upon encouraging as much self-government as possible back in the settlements and hamlets.

In place of the traditional government-appointed settlement manager up until now usually a southerner with appropriate degrees—Hodgson is insisting upon elected settlement councillors with power to plan, power to supervise and the right to complain directly to him and the Territories Council. As fast as possible, he wants these settlements to evolve into "hamlets" that negotiate and administer their own budgets and hire their own experts to manage the details. And he wants native northerners to take over the managers' jobs as soon as they can qualify.

The hamlet council has many of the powers of a town council in the south. But, unlike traditional town councils, it doesn't have to raise its revenue from real estate taxes, assessments, business taxes, fines and parking meters. This is all pretty unrealistic in a community where most residents live in houses rented from the Government, where businessmen are confined to the odd summer season tourist resort, trading post or a local co-op through which carvings, prints and other artifacts are sold to southern buyers. And snowmobiles don't need parking meters.

Instead, the Territories hamlets, like the settlements, get their money from the Territories Council. They draw up a budget, take it to the Government, haggle, reach a consensus and finally submit it to the Council for approval. After that, the hamlet lets tenders, negotiates contracts, hires staff and conducts business on its own.

"The settlement manager is no longer No. 1 man in the community. He's an executive secretary working for the hamlet, not for us. The hamlet hired him. The hamlet can fire him."

By 1970 only three of these new hamlets were operating. By '74 the number had grown to seven and two more are pending.

Now 31 Councils

Hodgson admits that, in many of the smaller settlements unserved by regular air service, hamlet status is still a long way off. But, in the meantime, he's still insisting upon elected councils and insisting that settlement managers draw up budgets and plans in consultation with those elected councils. By 1970, 23 of such settlement councils had already been established. In 1974, the number had grown to 31.

Organizer's job number four was, of course, the traditional job of heading up negotiations. The amounts involved are a lot higher than they were in the old collective bargaining days but, according to insiders, Hodgson's bargaining tactics are quite similar.

And there's no doubt about the results. When he joined the Territories Council in 1967, the annual budget was \$14,584,000. He came back from Ottawa in 1974 with \$148,370,000. With all the talk about revenues from oil and gas, it can safely be assumed that Hodgson will be talking about an increased amount for 1975. When it comes to spending the money, Hodgson's approach is working-class basic. He's all for culture but he's not too impressed with grants for non-material purposes. "Politics is a risky business," he snorts. "You get a grant this year but, after the next election, things may be different. I prefer to see solid things like schools, nursing stations and houses that nobody can take away."

When he arrived in 1967, there were already ten hospitals. There are still only ten but they are bigger and better. The 18 nursing stations, permitting treatment close to home, have increased to 37.

There were 56 schools, ranging up to Grade 6, in 1967. Now there are 66. But, more important to the people who used to see their children leaving home at an early age to live in some faraway hostel, the schools now teach up to

grades 8 and 9. Only when they reach high school age do children from the settlement have to travel to a hostel. In the larger communities, no travel at all is needed.

In 1967 the entire school population of the Territories was only 7,820. Only 2,975 were Eskimos. Now 12,800 are attending school, including 5,000 Eskimos. There's talk of higher education still, such as a Territories University, but, in the meantime, young people who have completed high school can get their tuition and expenses paid to attend universities and colleges down south.

Housing: Remarkable

As for housing, a federal responsibility that's been pushed hard by Hodgson, the picture is remarkable. Very few Eskimos need live in primitive homes. Year after year the number grows of government-built, pre-fab homes, complete with appliances, in the settlements and hamlets, homes that can be rented on a percentage of income basis and are maintained by the community.

As community self-government grows and the machinery of government increases, so does paperwork. Hodgson, with his union organizer's mistrust of managerial-society methodology and his sense of a race against time, has little faith in paper efficiency. He opts for face-to-face discussion and on-the-spot decision-making.

To make sure, he deserts his sparkling new Yellowknife offices for weeks on end, hurtles thousands of miles in the world's riskiest flying weather, personally visiting as often as possible tiny settlements hundreds of miles apart. He insists upon walking from frozen airstrips to community halls, personally inviting residents to the meeting and, because the Eskimos like having their children with them at such meetings, granting school holidays and inviting the children as well. Not content with negotiating decisions with councillors, he wants to be personally present at the community meeting where a report is presented and questions answered. Not content with this personal example, he has insisted that the Territories Council tour the same circuit, holding meetings in the settlements as well as in the formal chambers in Yellowknife.

Job Training

The job of preparing a growing Eskimo population to survive in an exploding industrial society isn't easy, Hodgson concedes. The traditional road to jobs within a wage economy is pre-employment education. But, even after his stepped-up program of school building and more grades in the settlements, high schools and technical training centers must still be located far away from traditional hunting grounds, requiring hostels for children.

This, in turn, tends to attract the parents themselves to larger communities.

Employers, including the Government, are used to southern pre-employment training standards. Although a Grade 10 education eliminates only a small percentage of southerners, it blocks about 90 per cent of the Eskimos.

Employers, used to hiring employees trained for generations to accept regular hours and punctuality, can't understand hunters who, like our pre-industrial-forefathers, are used to spurts of intense effort followed by rest and recreation. To an Eskimo hunter, sighting seal has, for thousands of years, triggered an immediate response. Can employers adjust or will they prefer, despite the expense, to import southerners conditioned to punctuality and deadlines, who will return south once the job is completed.

Despite all of these dangers, Hodgson is still convinced that, through organization, self-governing and tough bargaining, the Eskimos can win through and control their own destiny in a wage-earning future. To make sure of missing no chance to encourage them, the organizer in him is travelling day in, day out, from meeting to meeting, organizing, organizing, organizing.

50 YEARS AGO

"Conciliation and arbitration in trade disputes" was the chief item on the agenda of the 24th session of the Superior Labour Council of France; an international conference of the Industrial Welfare Workers, held in England, discussed temperature as a contributing factor to industrial accidents; and the Dominion Fuel Board and the Department of Mines published the results of a study of central and district heating in Canada. These were some of the topics discussed in the February 1925 number of *The Labour Gazette*.

Industrial Conciliation in France

Conciliation and arbitration in trade disputes was the chief item on the agenda for the 24th session of the Superior Labour Council of France, held in November 1924. The Council was composed of employers' representatives, 32; workers' or salaried employees' representatives, 32; Paris Chamber of Commerce, 1; consumers' co-operative societies, 1; producers' co-operative societies, 1; members of the Institute of Professors of the Faculty of Law in Paris (nominated by the Government), 3; members of the Senate (nominated by their fellow-members), 3; members of the Chamber of Deputies (nominated by their fellow-members), 5. Mr. Justin Godart, Minister of Labour, who presided, stated that the "conciliation act of 1892 was regarded with indifference by both parties owing to the absence of a compulsory clause in its provisions. From 1893 to 1920 recourse had been [made] to the act in only 4,379 strikes out of 23,711. 'The question we have to consider' he said, 'is whether, when all peoples are hoping for the replacement of warfare by arbitration, this means to peace,

with its precedent stage of conciliation, shall or shall not be proclaimed by the law of France to be the means which should be applied for the settlement of all disputes between employers and their workpeople'." The Council adopted the following resolutions: "That when the establishment of direct relations between the representatives of the two parties has failed to settle the difference by conciliation, a fresh effort of conciliation shall be made, either according to a procedure on which the two parties have agreed, or, failing such agreement, before the trade councillors (*conseillers prud'hommes*) of the employers and workers in the trade group concerned, where they exist, or, failing this, before a judge."

Temperature Contributing Factor to Accidents

An investigator for the Industrial Fatigue Research Board, speaking at the conference of the Industrial Welfare Workers in Swanwick, Derbyshire, England, stated that "atmospheric conditions under which industry is carried on might have a great influence on the frequency of accidents. In one factory it had been found that there was a minimum of accidents when the temperature was 65 to 69. When the temperature fell five degrees there were six per cent more accidents. At another five degrees lower, accidents increased by 16 per cent, while another drop in the temperature of five degrees involved a 35 per cent increase in the number of accidents. At temperatures above 69 degrees accidents again increased in frequency." The idea was discussed also in a booklet **Health of the Worker, How to Safeguard it**, by Lee K. Frankel, Ph.D., second vice-

president of the Metropolitan Life Insurance Company. He stated that "the desirable temperature for a workroom will vary from 60 to 65 degrees Fahrenheit for work involving much physical exertion to less than 70 degrees for other work. Ordinarily a temperature of 68 degrees produces maximum efficiency and is most comfortable for workers." Most of the Canadian provinces had made provision requiring employers to "regulate the temperature so that there will be no danger to the health of the workers, and to prevent overcrowding of rooms." In Ontario, Alberta and Saskatchewan" the temperature must not be less than 60 degrees of Fahrenheit unless authorized by the inspector in writing."

Central and District Heating

The Dominion Fuel Board and the Mines Branch of the Department of Mines published the results of a study of central and district heating and the possibility of its application under conditions then prevailing in Canada. The Fuel Board believed that central and district heating could be used, gainfully, to a great extent in Canada and that the supply of heat as a public utility in the more densely populated sections of cities and towns could become a general service of the future. Central heating of groups of institutional buildings and community heating of residential properties had shown the economies and benefits to be derived, and such systems would undoubtedly be used to an increasing extent.



Book Reviews

WORK IS DANGEROUS TO YOUR HEALTH: A handbook of Health Hazards in the Workplace and What You Can Do About Them, by Stellman, Jeanne M. and Daum, Susan M., 1973. Reviewed by Occupational Health and Safety Division, Saskatchewan Department of Labour

"This is a book written to and for workers. It tells them how to stay alive while earning a living. That isn't always easy." These words begin the foreword by biologist George Wald to this fine book. It really is a "how-to" book. The information is specific and readable; the book sets an example in stripping away the mystery of medical terminology, which is largely self-serving anyway, and it shows that everything necessary can be said in plain English. And you can find the information too. For there are three indexes; a general index, an index of substances and an especially fine index, 50 pages long, of health hazards listed occupation by occupation. *Work is Dangerous* was made by active co-operation between the authors (and other medical and scientific workers on the Scientists Committee for Occupational Health), and members of the Oil, Chemical and Atomic Workers' International Union.

The point of view of the book is stated clearly. "The authors of this book do not pretend to be unbiased. The subject of occupational health involves too many unknowns and too many controversies to be presented simply as a set of "facts." The facts must be interpreted, and interpretation always introduces bias. Our bias is one that favors the worker... We hold

that industry and government must prove that a chemical is safe, not that workers must prove it is dangerous by developing occupational disease."

The first five chapters of *Work is Dangerous* deal with subjects of general interest—body mechanisms and the effects on these of stress, noise, vibration, heat and cold. While everyone in modern industrial society is affected to some extent by these, it is the workers whose exposure is most constant and concentrated. And it is from awareness and controls in the workplace that general environmental improvements are most likely to come.

The book deals only briefly with accident prevention, and obvious "injury" situations. Rather, it concentrates on the long-term cumulative effects of sustained exposure to chemicals, dusts, vapors and other common hazards. The symptoms associated with this kind of "damage" are usually chronic, rather than acute and dramatic. With a few well-chosen case histories, Drs. Stellman and Daum illustrate the difficulties involved in getting damage of this kind recognized as occupational, and in getting preventive measures into operation. Their main message is that neither government nor industry will do this job; it conflicts with their priorities of economic growth and profits. The workers, whose lungs, hearts and lives are at stake, must, and through their unions, have the power to act on their own behalf.

Work is Dangerous is useful to

workers on two levels: (1) The struggle of each worker in his or her job. Here the main question is "how do I stick up for my health and safety?" and (2) The struggle of all workers in their system of work through their unions. The central question here is "how do we collectively bargain over the problems of our health?"

In the first area the authors talk mostly of self-protection and grievance procedures. Since the book was written about the United States, it doesn't mention one tool available to Saskatchewan workers—namely, Section 68-C of the Labour Standards Act, which protects the right of an employee to refuse to do an act which he reasonably believes to be unusually dangerous to his health or safety. And with the information in the book, any worker will be better able to talk precisely about the immediate dangers he already knows, and to recognize less obvious dangers. Often the authors discuss the hazards of a job in a way which brings out its relation, its connection to other jobs, particularly in their chapter on noise. There they cite studies that show that workers find it harder to tell which direction a sound is coming from when they are wearing ear muffs and remark "if this is generally true, it could increase the number of industrial accidents." In other words, very often individual noise protective equipment prevents the worker from hearing what he needs to hear; signals, warnings, and from generally communicating with fellow workers. Perhaps there is a basis for refusing to use particular safety equipment

offered, for in such a case the "safety equipment" can very well increase the hazard of the job. Management literature is filled with complaints about the "perverseness" of workers who refuse to "take advantage" of the safety opportunities offered them. And indeed they often do. Maybe this is why.

Now what about the second struggle—the fight of all workers collectively over the health of their system of work? What's the problem with putting health up front in collective bargaining, with making it a central matter in industrial relations? We have looked at many statements from labour representatives on this matter and many of them express something like this: "It's hard enough for each worker to cope with the safety problems of his job. If we start putting health into collective bargaining, we're operating completely in the dark. We're into the business of setting standards, invading the province of "experts." We haven't a clue what to do. How do you bargain on health?" *Work is Dangerous* has "how-to" information in this area too. George Wald in the foreword cites the breakthrough by OCAW in its new contracts, which provide for surveys of plant health and safety conditions to be made by independent health consultants at the company's expense, physical and medical tests to be provided to workers in the light of these findings, and a requirement that the company must supply the union annually with all available information on disease and death statistics of its workers. Chapter 12, "What Is To Be Done" gives other examples. Through their organizations, employees can keep medical records, they can measure and monitor their work environments, they can do for themselves what no one else is going to do for them.

Perhaps this is the major point of the book, after all—that the health of workers is too important to any longer be considered a prerogative of management alone. Saskatchewan's

new Occupational Health Act (1972), places this responsibility on joint employer-employee Occupational Health Committees, which are required under the legislation for all workplaces with ten or more employees. Government is placed in a support and enforcement role. This is the first legislative recognition of this new approach that we are aware of in North America. It is for this reason that we in the Division of Occupational Health and Safety welcome any attempts to encourage informed discussion by workers on achieving healthy working conditions.

forum

Year 2000: Shirt, \$119

It would be a very modest house one could buy today for \$25,000. But...if inflation was contained for the remainder of the century at 10 per cent a year, the same house would cost \$298,000 by the year 2000. If you can't afford a house to keep the rain off your head, how about a shirt to keep the wind off your back? A \$10 shirt today would cost by the year 2000 a mere \$119.20 at an annual inflation rate of 10 per cent...

Inflation is even more harrowing over a longer term when plant replacement must be considered. A business buying say a \$2,000 machine now and depreciating it at 10 per cent over the next 10 years would have no hope of replacing that machine for anything near the original cost. At 10 per cent inflation a year, a \$2,000 machine today would be priced at \$5,180 in 1984—but by then the business that doesn't over-provide for asset replacement out of profits could well have Big Brother in charge.

It will certainly cost much more to eat in the future. One dozen 60-gram eggs today cost 92 cents—but with a 10 per cent annual inflation rate, by the year 2000, a dozen eggs would cost \$10.96... If you want to clean your teeth after eating, you can buy today a 3.5-oz. tube of toothpaste for 62¢—but at 10 per cent inflation by the year 2000 it would cost \$7.39... **The Bulletin**, Sydney, Australia.

Escape Valve

"Although conditions dictate general belt-tightening, fewer luxuries, and a

more spartan way of life, North Americans haven't materially reduced their indulgence as spectators and participants in the world of fun and games. Of all non-dispensable commodities, sports appear to have been least affected by the restrictive economy. It's a situation that baffles psychologists and economists. Fans are still packing into 60,000 and 70,000-seat areas to watch football. Major-league baseball ended a successful season. Professional hockey and basketball are experiencing sellouts instead of slumps. The cost of tickets to various events range from \$7.50 to \$12 each. 'In hard times, sports serve as an escape valve,' says Pete Rozelle, Commissioner of the National Football League. 'People look for some diversion to get their minds off their problems'...Others willing to address themselves to the phenomenon say there could be an explanation that borders on the apocalyptic. 'They reason we are all doomed anyhow, so why not enjoy ourselves today and let tomorrow take care of itself,' says one economic expert." Associated Press report in *The Globe and Mail*, Toronto.

Good-Faith Bargaining

"Good faith is the heart and the soul of collective bargaining...But all too often, good-faith bargaining breaks down. And nothing is done about it. The crime of collective bargaining in Ontario lies in the failure of the government, and the Minister of Labour, to effect good bargaining. When the Minister of Labour says it is his job to be neutral in labour disputes, he shows a monumental misconception of what his role is all

about. He can be impartial, but not neutral. Good-faith bargaining is a process. It's rooted in that ancient truth that labour relations are human relations and that those relations are capable of honorable interaction...Free collective bargaining is one of man's major adaptations just so long as we don't lose faith. So how do we make it work? Our Minister of Labour, through his mediators or conciliators, when he learns of a dispute going sour, should step in and demand of the offending party compliance with good faith. If it is necessary for the Minister of Labour to draw the offending party to public attention, he should have no compunction about doing so. If that doesn't work, then the Ontario Labour Relations Board should be given authority, in law, to order one of the parties back to the bargaining table to make a good-faith offer, or to issue a cease-and-desist order, which, by being registered in the Supreme Court of Ontario, will have the effect of law with adequate penalties for non-compliance. The board, rather than the courts, should wherever possible be the arbiter of disputes...What we want to do, in whichever way is legally and constitutionally appropriate, is to make the good-faith clause in the Ontario Labour Relations Act the centerpiece of labour relations in Ontario...We could subdue so many situations before they reach extremes. We could make of the strike weapon much more a threat and much less a reality. We could remove untold tension from many parts of the public sector. We could introduce a whole new mood, tone and feel to collective bargaining." Stephen Lewis, Ontario New Democratic Party Leader, addressing

delegates to the Ontario Federation of Labour Convention, November 3, 1974.

Labour Studies

"A proposal by a Hamilton Board of Education trustee that the city's secondary school students should be taught about the labour movement and its history fully deserves consideration by the board of education. But if ways can be found to include even a 'mini course' in the curriculum, thought should be given to widening the horizon by devoting equal time and attention to management and government...It should be remembered that labour, management, and government are all intertwined, and concentrating on just one group might distort the overall picture. Making young people more aware of the realities in the world outside the classroom can only help them prepare for their future. It used to be that students got their first taste of political science and social studies involving labour and management problems at the university level. But times have changed and now senior students in high school have become part of the electorate since the age of majority was lowered. It only makes sense to give them all the help we can to familiarize them, even in broad terms, with the processes that influence our lives." Editorial, *The Spectator, Hamilton*.



PRICES & EMPLOYMENT

Wholesale, October

The general wholesale price index rose 1.1 per cent in October to 477.4 from 472.0 (revised) in September and was 17.9 per cent higher than the October 1973 level of 405.0. Three of the eight major group indexes increased, three decreased and two remained unchanged. The vegetable products group advanced 6.7 per cent with higher prices for sugar and its products, vegetable oils and grains. A rise of 1.6 per cent in the iron products group reflected price increases for iron foundries and steel pipe and tubing. Between October 1974 and October 1973, the following advances were registered by the major group indexes: non-metallic minerals 33.4 per cent; iron products 29.2 per cent; chemical products 28.1 per cent; vegetable products 26.6 per cent; non-ferrous metals 19.2 per cent; textile products 12.4 per cent; wood products 11.8 per cent; and animal products 2.1 per cent.

City consumer, November

Consumer price indexes rose in all regional cities and city combinations in November; increased ranged from 0.8 per cent in Saint John to 1.5 per cent in Winnipeg. Food indexes increased in all cities, reflecting higher prices for

dairy, bakery and cereal products, fresh vegetables, processed fruits and vegetables, frozen foods, sugar, beverages and food eaten away from home. Housing components rose in all cities because of increased shelter costs and higher prices for furniture, utensils, and household supplies. Clothing indexes increased in all cities except Thunder Bay. Prices were generally higher for footwear, women's and men's outerwear and children's sportswear. Transportation components rose in all cities, primarily because of higher prices for new cars and automobile repairs. Health and personal care indexes increased in all cities, reflecting higher charges for men's haircuts and women's hairdressing, and increased prices for pharmaceuticals and toiletries. Recreation, education and reading components rose in all cities because of higher prices for sports equipment, cameras and camera film (including processing) and, in some centres, increased cinema admission charges. Prices were generally higher for alcoholic beverages consumed in licensed premises, and in western cities cigarette prices were higher.

Consumer, November

The Consumer Price Index (1961 = 100) rose 1.1 per cent to

174.1 in November from 172.2 in October and was 12.0 per cent higher than in November 1973. About one third of the latest advance was attributable to an increase of 1.3 per cent in the food component; almost another third was due to higher costs for automobile purchase, operation and maintenance, which was responsible for a rise of 2.4 per cent in the transportation index. An increase of 0.7 per cent in the housing component contributed one fifth to the overall CPI advance. The health and personal care index rose 1.2 per cent and that for recreation, education and reading, 0.8 per cent. The clothing, tobacco and alcohol components advanced 0.6 per cent.

Food

The food index rose 1.3 per cent to 198.8 in November from 196.3 in October. The level of prices for home-consumed food advanced 1.1 per cent and that for food consumed outside the home increased 2.0 per cent. Most foods for home consumption registered increases in November, the major contributors being fresh milk, fresh vegetables, and sugar. Seasonally lower prices were recorded for fresh fruit, and average beef, pork and poultry prices also declined. There was a rise of 8.6 per cent in fresh milk prices—all surveyed dairy product items registered increases. Prices for sugar and such related products as soft drinks and jam continued to advance; between October and November sugar prices rose a further 11.6 per cent. Meat and poultry prices declined—beef 3.4 per cent; pork 1.9 per cent; and poultry 1.3 per cent. Compared with November 1973, only meat, poultry and eggs, among major food components, declined. In the latest month, egg prices rose 3.3 per cent. A seasonal decline of 6.5 per cent was recorded in the fresh fruit index, contrasting with an average 11.9 per cent increase in fresh vegetables, caused mainly by sharply increased prices for tomatoes and lettuce.

Among other food items, the cereal and bakery products index rose 1.0 per cent, although there was a fractional decline in bread prices. The cost of fats and oils continued to rise, advancing 2.2 per cent in the latest month and almost 54 per cent in the past year. Between November 1973 and November 1974, the total food index increased 15.7 per cent with the price of food consumed at home rising 15.3 per cent and that for food consumed away from home, 18.0 per cent.

Housing

The housing index rose 0.7 per cent to 172.0 per cent in November from 170.8 per cent in October, was 10.2 per cent above its level of a year ago. Within the shelter component, home-ownership costs advanced 0.6 per cent, and rents, 0.4 per cent. The household operation element rose 1.0 per cent mainly because of a widespread price increases for housewares, furniture and household supply items such as detergents, floor wax and food wrap. Increases were registered also for linen, draperies and floor coverings. Domestic gas rates rose in some centres, but fuel oil prices declined slightly in several Ontario cities.

Clothing

The clothing index rose 0.6 per cent to 157.2 in November from 156.3 in October, and was 9.3 per cent higher than in November a year ago. The prices of most items surveyed recorded increases. The men's wear component, in advancing 1.0 per cent, was a major contributor to the increase in the total clothing index, as were the women's and children's wear elements which rose 0.4 per cent and 0.9 per cent, respectively. The footwear index increased 0.5 per cent and that for piece goods, 1.2 per cent.

Transportation

The transportation index rose 2.4 per

cent to 157.1 in November from 153.4 in October, and was 12.1 per cent above its level of a year ago. More than half of this increase was due to higher prices for 1975 model automobiles which, after adjustment for quality changes, retailed 4.2 per cent above those of the year-end 1974 models. Another major contributor was a general increase in automobile repair parts and labour charges. Motor oil prices rose in several cities, although the average price of gasoline declined for the fifth consecutive month to 2.4 per cent below its peak of last June.

Health and personal care

The health and personal care index rose 1.2 per cent to 177.6 in November from 175.4 in October mainly because of higher prices for women's hairdressing and men's haircuts in several major cities, and general increases for some toiletry items. In November 1974, the health and personal care index was 10.4 per cent above its level of the previous year.

Recreation

The recreation, education and reading index advanced 0.8 per cent to 165.6 in November from 164.3 in October. It was 11.7 per cent higher than in November 1973. Generally higher prices for sports equipment and camera film (including processing) increased newspaper subscription rates in some cities, and higher movie admission charges, mainly in Ontario and Quebec, were mainly responsible for the increase in November 1974.

Tobacco and alcohol

The tobacco and alcohol index rose 0.6 per cent to 148.7 in November from 147.8 in October. Most of the increase was because of generally higher prices for liquor and beer consumed in licensed premises. In the latest twelve months, the tobacco and alcohol index advanced 8.6 per cent.

Consumer price movements, reclassified by goods and services give another view of the incidence of price change. Between October and November, the total goods index advanced 1.4 per cent with the largest increase being recorded for non-durable goods that rose 1.2 per cent, primarily because of higher prices for food, alcoholic beverages, domestic supplies and automobile repair parts. The index for durable goods rose 2.8 per cent mainly because of higher quotations for automobiles and furniture. Semi-durable goods advanced 1.0 per cent primarily because of higher prices for clothing, household furnishings and utensils. A rise of 0.6 per cent was recorded in the services index with the major contributors being the shelter and personal care elements and the labour component of automobile repairs. In the latest twelve months, the total goods index advanced 13.4 per cent and that for services 9.3 per cent.

Employment, November

The seasonally adjusted employment level increased by 34,000 to 9,249,000 in November from 9,215,000 in October, Statistics Canada reported. For persons 14-24 years of age, employment rose by 10,000. For men age 25 years and over there was an increase in employment of 32,000, but for women in that age group, employment declined by 9,000.

Unemployment

The seasonally adjusted unemployment level increased by 20,000 to 542,000 in November from 522,000 in October. The level for persons age 14-24 and for women 25 years of age and over, increased. For men age 25 and over, there was little change.

Unemployment rates

The seasonally adjusted unemployment rate was 5.5 per cent

in November compared with 5.4 per cent in October. The participation rate—percentage of total population counted in the work force—advanced to 58.5 per cent in November from 58.4 in October. Provincially, adjusted unemployment rates, with October figures in parentheses; were:

Newfoundland 14.4 per cent (15.0); Nova Scotia 6.9 per cent (7.0); New Brunswick 9.6 per cent (9.0); Quebec 7.1 per cent (6.9); Ontario 4.5 per cent (4.2); Manitoba 2.8 per cent (2.6); Saskatchewan 2.5 per cent (2.7); Alberta 2.0 per cent (2.2); British Columbia 6.9 per cent (6.7). Because of the small sample size in Prince Edward Island, estimates of unemployment are subject to high error and are not published.

Full employment

Saskatchewan continued to have almost full employment, according to statistics released by Premier Allan Blakeney. Official estimates showed that in mid-November 1974, only 8,000 people in the province were unemployed, compared with 12,000 a year earlier; this represents a current unemployment rate of 2.2 per cent. The labour force in November was 360,000, which was 4,000 above the level of a year ago.



CONCILIATION

During November the Minister of Labour appointed conciliation officers to deal with the following disputes:

Central Broadcasting Company, Prince Albert, Sask., and International Brotherhood of Electrical Workers, Local 529 (Conciliation Officer: A.E. Koppel).

M. J. Campbell Inc., Mississauga, Ont., and General Truck Drivers Union, Local 938 (Conciliation Officer: H. A. Fisher).

Royal Canadian Mint, Ottawa, Ont., and Public Service Alliance of Canada (Conciliation Officer: H. Bartenbach).

Atomic Energy of Canada Limited, Ottawa, Ont., and Oil, Chemical and Atomic Workers' International Union, Local 9-785 (representing a unit of employees at the employer's Heavy Water Plant at Glace Bay, N.S.) (Conciliation Officer: R.L. Kervin).

Kootenay Broadcasting Company Limited and E.K. Radio Ltd., Cranbrook, B.C., and Association of Commercial and Technical Employees

Local 1705 (CLC) (representing a unit of employees at CJAT 1-1 AM and FM, Trail, B.C.) (Conciliation Officer: A. A. Franklin).

General Aviation Services Ltd., Toronto International Airport, and International Association of Machinists and Aerospace Workers, District Lodge 717 (Conciliation Officer: H.A. Fisher).

Canadian Arsenals Limited, St-Paul l'Ermite, Qué., and Public Service Alliance of Canada (Conciliation Officer: M. Archambault).

Mid-West Truck Lines Ltd., Winnipeg, Man., and General Drivers, Warehousemen and Helpers, Local 979 (Conciliation Officer: A. E. Koppel).

The City of Whitehorse, Y.T., and International Union of Operating Engineers, Local 115 (Conciliation Officer: G. W. Rogers).

D.C.B. Industries Ltée, St-Laurent, Qué., Champlain Sept Iles Express Inc., St-Hubert, Qué., and Brazeau Transport Inc., Rouyn, Qué., and Transport Drivers, Warehousemen and

General Workers, Local 106 (Conciliation Officer: S. T. Payne).

Cassiar Asbestos Corporation Limited, Vancouver, B.C., and International Longshoremen's and Warehousemen's Union, Ship and Dock Foremen, Local 514, Canadian Area (Conciliation Officer: D.S. Tysoe).
Pacific Pilotage Authority, Vancouver, B.C., and Pacific Pilotage Employees' Union, Local 1678 (CLC) (Conciliation Officer: J. M. Collins).

Bulk Carriers Limited, Mississauga, Ont., Lou's Transport Limited, Rexdale Ont., and Tank Truck Transport Limited, Rexdale, Ont., and Teamsters Locals 91, 106, 141, 880, 938 and 990 (Conciliation Officer: T. B. McRae).

Northern Industrial Carriers Limited, Edmonton, Alta., and General Teamsters, Local 362 and General Truck Drivers and Helpers, Local 31 (Conciliation Officer: D. H. Cameron).

Canadian Pacific Air Lines, Limited, Vancouver, B.C., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station

Employees (representing a unit of clerical employees in the Accounting and Computer Services Departments) (Conciliation Officers: D. H. Cameron and J. M. Collins).

Settlements by conciliation officers. M.J. Campbell Inc., Mississauga, Ont., and General Truck Drivers Union, Local 938 (Conciliation Officer: H. A. Fisher) (see above).

Cassiar Asbestos Corporation Limited, Vancouver, B.C., and International Longshoremen's and Warehousemen's Union, Ship and Dock Foremen, Local 514, Canadian Area (Conciliation Officer: D. S. Tysoe) (see above).

R. Martel Express Limited and/or Martel Express Limited and/or Commutex Inc., Farnham, Qué., and Transport Drivers, Warehousemen and Helpers' Union, Local 106 (Conciliation Officer: G. R. Doucet) (LG, January).

Auto Haulaway Limited, Moncton, N.B. and Atlantic Automobile Transport Limited, Saint John, N.B., and Teamsters, Chauffeurs, Warehousemen, Helpers and Miscellaneous Workers, Local 76 (Conciliation Officer: R. L. Kervin) (LG, Dec. 1974).

Provost Cartage Inc., Anjou, Qué., and Provost Cartage Employees' Association (Conciliation Officer: M. Archambault) (LG, December, 1974).

Canada Tungsten Mining Corporation Limited, Tungsten, N.W.T., and United Steelworkers of America, Local 953 (Conciliation Officers: D. S. Tysoe and J. M. Collins) (LG, January).

Manitoba Pool Elevators, Winnipeg, Man., and Saskatchewan Wheat Pool Employees' Association (CLC-SFL) (representing a unit of country elevator managers and country elevator managers' assistants employed by Manitoba Pool Elevators) (Conciliation Officer: A. E. Koppel) (LG, December, 1974).

Disputes in which there was no further conciliation action under Canada Labour Code (Part V - Industrial Relations). Freshwater Fish Marketing Corporation, Winnipeg, Man., and Public Service Alliance (Conciliation Officer: A. E. Koppel) (LG, December, 1974).

Valihora Transport Limited, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 880 (Conciliation Officer: H. A. Fisher) (LG, December, 1974).

Giant Yellowknife Mines Ltd., Yellowknife, N.W.T., and United Steelworkers of America, Local 803 (Conciliation Officers: D. H. Cameron and G. W. Rogers) (LG, October, 1974).

Disputes settled following decision to take no further conciliation action under Canada Labour Code (Part V-Industrial Relations). Giant Yellowknife Mines Ltd., Yellowknife, N.W.T. and United Steelworkers of America, Local 803 (settled with the assistance of D. H. Cameron and G. W. Rogers) (see above).

Canadian Broadcasting Corporation, Montréal, Qué., and Le Syndicat général du cinéma et de la télévision (CNTU) (section Radio-Canada) (Conciliation Officer: G. R. Doucet) (LG, December, 1974).

Conciliation commissioner appointment. Moffat Communications Limited, Vancouver, B.C., and Canadian Union of Public Employees, Broadcast Division (Conciliation Commissioner: Hugh G. Ladner) (LG, January).

Conciliation commissioner report received. Central Mortgage and Housing Corporation, Ottawa, Ont., and Public Service Alliance of Canada (representing a unit of service employees) (Conciliation Commissioner: George S. P. Ferguson, Q.C.) (LG, January).

Conciliation commissioner settlement. Pacific Pilotage Authority, Vancouver, B.C., and Canadian Merchant Service Guild (representing a unit of employees classified as launchmasters and launchengineers) (Conciliation Commissioner: Hugh G. Ladner) (LG, December, 1974).

Settlement reached at conciliation commissioner stage. CJBR Radio Limited and CJBR-TV Limited, Rimouski, Qué., and National Association of Broadcast Employees and Technicians (LG, January).

Dispute settled in post-conciliation commissioner negotiations. Air Canada and Canadian Air Line Pilots Association (LG, January).

Appointment of mediators under Sec. 195, Canada Labour Code (Part V-Industrial Relations). CHLT Radio Sherbrooke Ltée, CHLT Tele-7 Ltée and CKTS Radio Sherbrooke Ltée, Sherbrooke, Qué., and National Association of Broadcast Employees and Technicians (Mediators: C. E. Poirier and M. Archambault) (LG, September, 1974).

Freshwater Fish Marketing Corporation, Winnipeg, Man., and Retail, Wholesale and Department Store Union, Local 561 (Mediators: M. K. Carson and A. E. Koppel) (LG, January).

Settlement reached by mediators under Sec. 195, Canada Labour Code (Part V-Industrial Relations) Freshwater Fish Marketing Corporation, Winnipeg, Man., and Retail, Wholesale and Department Store Union, Local 561 (settlement reached with the mediation assistance of M. K. Carson and A. E. Koppel) (see above).

Correction

The following was inadvertently omitted from page 879 of the Dec 1974 number.

During September the Minister of Labour appointed conciliation officers to deal with the following disputes:

Alltrans Express Limited, Burnaby, B.C., and International Association of Machinists and Aerospace Workers, Lodge 1857 (Conciliation Officers: D.H. Cameron and J.M. Collins).

Pan American World Airways, Inc., (Churchill Research Range), Fort Churchill, Man., and United Steelworkers of America, Local 6921 (Conciliation Officer: A.E. Koppel).

Direct Winters Transport (Western) Limited, Winnipeg, Man., (formerly Leamington Transport (Western) Limited) and General Drivers, Warehousemen and Helpers, Local 979 (Conciliation Officer: A.E. Koppel).

Triangle Pacific Forest Products Ltd., New Westminster, B.C., and Canadian Merchant Service Guild (Conciliation Officer: A.A. Franklin).

Freshwater Fish Marketing Corporation, Winnipeg, Man., and Public Service Alliance of Canada (Conciliation Officer: A.E. Koppel).

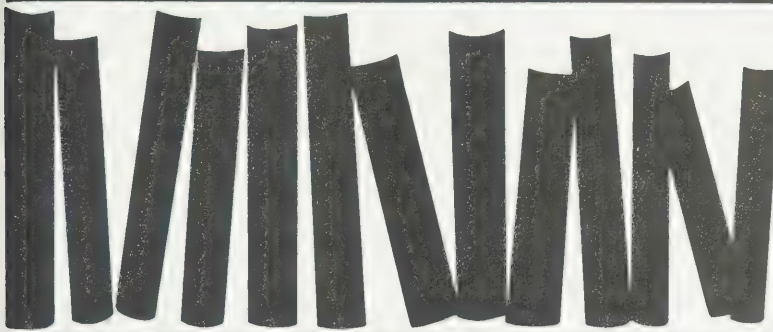
B-Line Express Limited, Calgary, Alta., and General Truck Drivers and Helpers, Local 31, General Teamsters, Local 362 (Conciliation Officers: D.H. Cameron and J.M. Collins).

Detroit and Canada Tunnel Corporation, Detroit, Michigan and International Union, United Automobile, Aerospace & Agricultural Implement Workers of America, Local 195 (UAW) (Conciliation Officer: K. Hulse).

Valihora Transport Limited, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 880 (Conciliation Officer: H.A. Fisher).

Auto Haulaway Limited, Moncton, N.B., and Atlantic Automobile Transport Limited, Saint John, N.B., and Teamsters, Chauffeurs, Warehousemen, Helpers and Miscellaneous Workers, Local 76 (Conciliation Officer: R.L. Kervin).

Manitoba Pool Elevators, Winnipeg, Man., and Saskatchewan Wheat Pool Employees' Association (CLC-SFL) (representing a unit of country elevator managers and country elevator managers' assistants employed by Manitoba Pool Elevators) (Conciliation Officer: A.E. Koppel).



Additions to the Library

LIST NO. 310

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. Please indicate the publication numeral and the month listed, when requesting loans.

ACCIDENT PREVENTION

1. U.S. Department of Labor. Library. Occupational safety and health, a bibliography. Springfield, Va., Reproduced by National Technical Information Service, U.S. Dept. of Commerce, 1974. 363p.

AFL-CIO

2. American Federation of Labor and Congress of Industrial Organizations. This is the AFL-CIO. Rev. ed. Washington, 1974. 24p.

CIVIL SERVICE

3. Manitoba. Labour Management Review Committee. Report on public sector employee-employer relations in Manitoba. July 1974. Winnipeg, Manitoba, Dept. of Labour, 1974. 1v.

COLLECTIVE BARGAINING

4. U.S. Bureau of Labor Statistics. Collective bargaining in the rubber industry, 1950-1971. Washington, U.S. Dept. of Labor, 1973. 9p.

COMMERCIAL POLICY

5. Pestieau, Caroline. A balance of payments hand-book. Montreal, Canadian-American Committee, 1974. 125p.

CONFERENCES

6. American Federation of Labor and Congress of Industrial Organizations. Department of Education. How to run a union meeting. Rev. ed. Washington, 1972. 64p.

CONTRACT LABOUR

7. International Labour Organization. Social problems of contract, sub-contract and casual labour in the petroleum industry; report submitted to and proceedings of, the eighth session of the Petroleum Committee, Geneva, 2-13 April 1973. Geneva, International Labour Office, 1974. 95p.

CORPORATIONS, INTERNATIONAL

8. Levinson, Charles. The multinational pharmaceutical industry. Geneva, International Federation of Chemical and General Workers' Unions, 1974. 121p. Titre en français: L'industrie pharmaceutique multinationale.

DAY NURSERIES

9. Canada. National Day Care Information Centre. Status of day care in Canada. Ottawa, Canada Dept.

of National Health and Welfare, 1974. 7, 8p. Titre en français: Situation de la garde de jour au Canada.

DISCRIMINATION IN EMPLOYMENT

10. Dubinsky, Irwin. Reform in trade union discrimination in the construction industry: Operation Dig and its legacy. New York, Praeger, 1973. 311p.

EDUCATIONAL ATTAINMENT-LABOUR ASPECTS

11. Mincer, Jacob. Schooling, experience, and earnings. New York, National Bureau of Economic Research; distributed by Columbia University Press, 1974. 152p.

FINANCE

12. The economics of public finance. Essays by Alan S. Blinder and others. Washington, Brookings Institution, 1974. 435p.

FREEDOM OF ASSOCIATION

13. Yiannopoulos, Démétré C. La protection internationale de la liberté syndicale; la Commission d'investigation et de conciliation en matière syndicale de l'Organisation internationale du Travail. Préface de Michel Virally. Paris, R. Pichon et R. Durand-Auzias, 1973. 274p.

GRIEVANCE PROCEDURES

14. American Federation of Labor and Congress of Industrial

Organizations. Department of Education. AFL-CIO manual for shop stewards. Rev. ed. Washington, 1974. 66p.

HEALTH, PUBLIC

15. Canada. Department of National Health and Welfare. Health Programs Branch. Sources of increase in operating expenditure of budget review hospitals in Canada, 1961-1971. Ottawa, 1974. 33p. Titre en français: Causes de l'augmentation des frais d'exploitation des hôpitaux dont le budget est soumis à examen...

INCENTIVE PLANS

16. Sugarbroad, Ian. The Hayes-Dana Scanlon Plan; a case study. Ottawa, Canada Department of Labour, Economics and Research Branch, 1974. 34p.

INCOME

17. Towers, Perrin, Forster & Crosby. Total remuneration in the European Economic Community, Japan, and the United States; a...report. New York, c1973. 20p.

INDUSTRIAL HEALTH

18. Muller, Jan. Causes of death in Ontario uranium miners, by J. Muller and W.C. Wheller. Toronto, Ministry of Health, 1974. 16p.

INDUSTRIAL PSYCHOLOGY

19. Bell, Clifford R. Men at work. London, Allen & Unwin, 1974. 119p.

INDUSTRIAL RELATIONS

20. Joint Labour-Management Study Conference, Dalhousie University, Halifax. 11th, 1974. The Eleventh Nova Scotia Labour-Management Study Conference; proceedings, November 23-24, 1972, held under auspices of the Nova Scotia Joint Labour-Management Study Committee.

Halifax, Institute of Public Affairs, Dalhousie University, 1974. 80p.

INDUSTRY—SOCIAL ASPECTS

21. Peterson, Richard Austin. The dynamics of industrial society. Indianapolis, Bobbs-Merrill, 1973. 61p.

22. The social responsibility of business and labour; critique of a conference at Ditchley Park, 2nd-5th November 1973, by B.J.A. Hargreaves, conference rapporteur. Ditchley Park, Eng., Ditchley Foundation, 1974. 37p.

LABOUR LAWS AND LEGISLATION

23. Cronin, John B. Introduction to industrial law, by J.B. Cronin and R.P. Grime. London, Butterworths, 1974. 212p.

24. Labour Relations Law Casebook Group. Labour relations law; cases, materials and commentary... 2nd ed. Kingston, Ont., Industrial Relations Centre, Queen's University, 1974. 589p.

LABOUR ORGANIZATION

25. Confédération des syndicats nationaux. Service de l'information. La grande tricherie. Rédaction: Richard Daigneault et Michel Rioux. Montréal, 1973. 272p.

LABOUR ORGANIZATION—ADMINISTRATION

26. International Labour Office. The public authorities and the right to protection of trade union funds and property. Geneva, 1974. 129p. Titre en français: Les autorités publiques et le droit à la protection des fonds et autres biens syndicaux.

LABOUR ORGANIZATION—DISCIPLINE

27. Levin, Nelson A. Restrictions on the right to resign: can a member's freedom to "escape the union rule" be overcome by union boilerplate? By Nelson A. Levin and Keith M.

Werham. In George Washington Law Review, v.42, no.2, January 1974, p.397-426.

LABOUR PARTY (GREAT BRITAIN)

28. Lane, Peter. The Labour Party. London, Batsford, 1973. 96p.

LABOUR SUPPLY

29. Pegnetter, Richard Charles, comp. Studies in labor and manpower. Richard Pegnetter, editor. Iowa City, University of Iowa, Center for Labor and Management, 1974. 155p.

30. Spence, Andrew Michael. Market signaling: informational transfer in hiring and related screening processes. Cambridge, Mass., Harvard University Press, 1974. 221p.

LEISURE

31. Dumazedier, Joffre. Sociologie empirique du loisir: critique et contre-critique de la civilisation du loisir. Paris, Editions du Seuil, 1974. 269p.

MANAGEMENT

32. Raia, Anthony P. Managing by objective. Glenview, Ill., Scott, Foresman, 1974. 199p.

MINIMUM WAGE

33. Dhruvarajan, P.S. A study of the effects of the 10¢ increase in the Manitoba minimum wage to \$1.75 an hour, effective October 1, 1972. Winnipeg, Manitoba Department of Labour, 1974. 241p.

NEGROES—EMPLOYMENT

34. Fletcher, Arthur. The silent sell-out; government betrayal of blacks to the craft unions. New York, Third Press, 1974. 121p.

35. Foner, Philip Sheldon. Organized labor and the Black worker, 1619-1973. New York, Praeger, 1974. 489p.

PENSIONS

36. Written statement submitted by interested organizations and individuals on H.R.10470 "Retirement income security for employees act" introduced on September 24, 1973. Washington, GPO, 1973. 2 nos in 3 vols.

POLITICAL PARTIES

37. Presthus, Robert Vance. Elites in the policy process. London, Cambridge University Press, 1974. 525p.

POLLUTION

38. Response by the Government of Ontario to the Man and Resources Conference guidelines and recommendations, Toronto, November 18-22, 1973 and proceedings, Ontario provincial meeting, Toronto, March 30, 1974. Toronto, Man and Resources Conference, Ontario Committee, 1974. 188p.

PRODUCTIVITY OF LABOUR

39. Conference on an Agenda for Economic Research on Productivity, Washington, D.C., 1973. Productivity; Conference on an Agenda for Economic Research on Productivity, April 1973. Washington, GPO, 1974. 67p.

40. Hatry, Harry P. Improving productivity and productivity measurement in local governments, by Harry P. Hatry and Donald M. Fisk. Washington, GPO, 1973. 73p.

SOCIAL CONDITIONS

41. Baumhaft, Joe. Updating the American dream. 1st ed. New York, Exposition Press, 1973. 92p.

SOCIAL SECURITY

42. Commission of the European Communities. Comparative tables of

the social security systems relating to employees in the three new member states of the European Communities: Denmark, Ireland, United Kingdom; situation on 1 July 1972. Luxembourg, 1973. 59p.

43. Yoffee, William M. International social security agreements; totalization, equality of treatment, and other measures to protect international migrant workers. Washington, GPO, 1973. 116p.

WAGES AND HOURS

44. Berndt, Ernst Rudolf. Determinants of wage rates for married women: results from panel data, by Ernst R. Berndt and Terence J. Wales. Vancouver, University of British Columbia, Dept. of Economics, 1974. 31p.

45. Canada. Department of National Health and Welfare. Health Programs Branch. Salaries and wages in Canadian hospitals, 1969 to 1973, by William Arrowsmith. Ottawa, 1974. 89p. Titre en français: Traitements et salaires dans les hôpitaux canadiens de 1969 à 1973.

46. Williamson, David Robert. Wage change determinants in the construction industry, Ontario, 1960-1970. 1973. 338 leaves. Microfilm of transcript. Ottawa, National Library, 1974.

WOMEN-EMPLOYMENT

47. Lyle, Jerolyn R. Affirmative action programs for women: a survey of innovative programs. Washington, U.S. Equal Employment Opportunity Commission, 1973. 150p.

WOMEN'S LIBERATION MOVEMENT

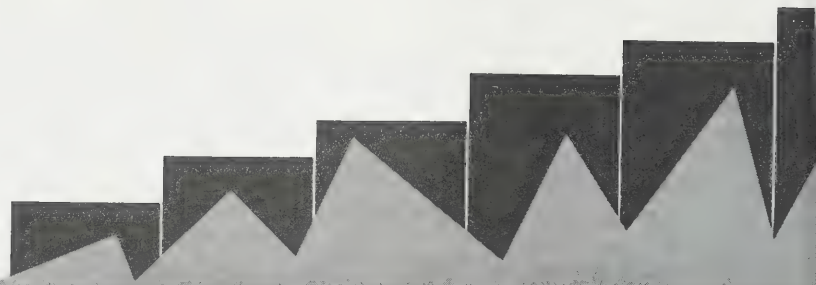
48. Guettel, Charnie. Marxism & feminism. Toronto, Canadian Women's Educational Press, 1974. 62p.

WORK SATISFACTION

49. Atlanta economic review. Productivity, job enrichment, and worker participation. Atlanta, School of Business Administration, Georgia State University, 1974. 62p. Special issue, May-June 1974.

50. Industrial Relations Research Association. Organizational behavior, research and issues. Edited by George Strauss and others. 1st ed. Madison, Wis., 1974. 236p.

labour statistics



Principal Items	Date	Amount	Percentage Change from			
			Previous Month	Previous Year		
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)				
Week ended November 16, 1974		9,682	—	0.2	+	4.1
Employed	November	9,189	—	0.9	+	4.1
Agriculture	"	431	—	14.5	+	4.1
Non-agriculture	"	8,758	—	0.1	+	4.1
Paid workers	"	8,180	—	0.3	+	3.9
At work 35 hours or more	"	5,868	—	20.3	—	8.6
At work less than 35 hours	"	2,982	+	99.6	+	41.9
Employed but not at work	"	339	—	16.7	+	9.4
Unemployed	"	493	+	14.7	+	5.3
Atlantic	"	65	+	16.1	+	6.6
Quebec	"	170	+	14.1	—	0.6
Ontario	"	145	+	9.8	+	23.9
Prairies	"	35	+	25.0	—	38.6
British Columbia	"	78	+	20.0	+	25.8
Without work and seeking work	"	461	+	12.2	+	2.7
On temporary layoff up to 30 days	"	32	+	68.4	+	68.4
INDUSTRIAL EMPLOYMENT (1961 = 100)†	August 1974	125.8	—	0.7	+	6.5
Manufacturing employment (1961 = 100)†	"	136.0	+	0.4	+	2.5
IMMIGRATION	1st 6 mons. 1974	104,089				
Destined to the labour force	"	52,210	—			—
STRIKES AND LOCKOUTS						
Strikes and lockouts	October 1974	221	—	6.8	+	52.4
No. of workers involved	"	62,204	—	4.7	+	36.7
Duration in man days	"	752,800	—	4.8	+	53.3
EARNINGS AND INCOME						
Average weekly earnings (ind. comp.)†	August 1974	180.91	+	0.7	+	12.7
Average hourly earnings (mfg.)†	"	4.38	—	1.1	+	14.4
Average weekly hours paid (mfg.)†	"	38.4	—	0.8	—	2.1
Consumer price index (1961 = 100)	November 1974	174.1	+	1.1	+	12.0
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	August 1974	134.4	+	1.5	+	2.6
Total labour income (millions of dollars)†	October 1974	6,602.5	—	1.0	+	17.2
INDUSTRIAL PRODUCTION†						
Total (average 1961 = 100)	October 1974	218.8	—	0.1	+	0.3
Manufacturing	"	215.4	—	0.1	+	0.2
Durables	"	253.6	+	0.7	+	0.6
Non-durables	"	185.3	—	1.0	—	0.2
NEW RESIDENTIAL CONSTRUCTION**						
Starts	October 1974	148,590				
Completions	"	169,718	—			15.7
Under construction	"	151,116	—		+	4.5
					—	13.6

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1969-1974

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year			
		Strikes and Lockouts	Workers Involved	Duration in Man-Days	
				Man-Days	Percentage of Estimated Working Time
1969	566	595	306,799	7,751,880	0.46
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
† 1973	674	721	352,237	5,768,790	0.30
† 1973:					
October ..	51	145	45,500	491,140	0.29
November ..	43	115	46,283	358,820	0.21
December ..	21	83	62,620	307,720	0.21
1974:					
† January ..	67	113	24,887	271,760	0.16
† February ..	68	130	44,397	420,840	0.28
† March ..	81	145	50,996	440,000	0.27
† April ..	116	186	66,162	625,660	0.38
† May ..	145	249	97,282	1,431,730	0.82
† June ..	119	230	217,540	2,068,630	1.26
* July ..	118	236	105,213	1,092,570	0.59
* August ..	110	245	73,905	956,600	0.52
* September ..	85	237	65,295	790,790	0.49
* October ..	86	221	62,204	752,800	0.42

* Preliminary. † Revised.

STRIKES AND LOCKOUTS, OCTOBER, 1974, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes During Lock-outs	Workers Involved	Man-Days
Forestry	1	2	1,497	23,810
Mines	6	11	3,454	48,740
Manufacturing	45	131	33,917	534,740
Construction	4	8	3,881	16,660
Transpn. & utilities	11	25	4,806	52,660
Trade	6	16	1,982	17,470
Finance	1	1	9	200
Service	6	20	3,080	41,760
Public administration ..	6	7	9,578	16,760
All industries	86	221	62,204	752,800

STRIKES AND LOCKOUTS, OCTOBER, 1974, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	2	4	638	4,270
Prince Edward Island ..	—	—	—	—
Nova Scotia	10	10	1,364	7,430
New Brunswick	4	5	3,320	14,820
Quebec	32	87	15,921	222,940
Ontario	19	67	18,185	296,200
Manitoba	1	3	632	13,340
Saskatchewan	2	7	3,038	35,850
Alberta	4	6	9,629	18,040
British Columbia	5	20	5,915	123,140
Federal	7	12	3,562	16,770
All jurisdictions	86	221	62,204	752,800

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1974 (PRELIMINARY)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			October	Accu- mulated	Termination Date	Result
Forestry							
	Kokotow Lumber Ltd. Kenogami, Ont.	Carpenters loc 2994 (AFL-CIO/CLC)	225	4,730	4,960	Sept. 30 Oct. 31	Wages—Settled by mutual agreement.
	Great Lakes Paper Co. Ltd., Thunder Bay, Ont.	Carpenters loc 2693 (AFL-CIO/CLC)	1,272	19,080	19,080	Oct. 11	Wages & fringe benefits—
Mines							
METAL MINES							
	Cominco Ltd., Salmo & Kimberley, B.C.	Steelworkers loc 901 & 651 AFL-CIO/CLC	1,103	24,420	97,290	July 1	Wages, cost-of-living escalator clause & pension benefits—
	Cominco Ltd. Kimberley, B.C.	Assoc. of Commercial & Technical Employees loc 1672 CLC directly chartered	130	2,880	11,430	July 1	Wages, cost-of-living escalator clause, fringe benefits—
	St. Lawrence Colum- bium & Metals Corp. Oka, Qué.	Steelworkers loc 7579 (AFL-CIO/CLC)	185	4,070	8,700	Aug. 26	Wages—
	Canex Placer Develop- ment, Endako Mines Div., Fraser Lake, B.C.	Can. Assoc. of Industrial Mechanical Workers loc 17 (CCU)	450	6,530	6,530	Oct. 11	Wages & fringe benefits—
	Consolidated Rambler Mines, Baie Verte, Nfld.	Steelworkers loc 7190 (AFL-CIO/CLC)	190	2,280	2,280	Oct. 15 Nov. 1	Wages—Wage increase & cost-of-living adjustment.
MINERAL FUELS							
	*Devco Lingan Colliery, Lingan, Cape Breton, N.S.	Mine Workers District 26 (CLC)	525	1,240	1,240	Oct. 4 Oct. 8	Not reported—Not reported.
NON-METAL MINES							
	Flinkote Co. of Can. St. Georges, Nfld.	Cement Workers loc 506 (AFL-CIO/CLC)	105	1,280	2,630	Sept. 13 Oct. 18	Wages, cost-of-living adjust- ment—Settled by mutual agree- ment.
	Aluminium Co. of Can. Ltd., St. Lawrence, Nfld.	St. Lawrence Workers Protec- tive Union (CNTU)	330	660	660	Oct. 21 Oct. 23	Suspension of one worker— Return of workers.
	Canadian Rock Salt Co. Ltd., (Windsor Salt Co.) Pugwash, N.S.	Oil Workers loc 9-823 (AFL-CIO/CLC)	143	140	140	Oct. 28 Oct. 29	In sympathy of worker sent home for refusing to wear safety equipment—Settled by mutual agreement.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					October	Accu- mulated	Termination Date	Result
QUARRIES								
	Consolidated Sand & Gravel (Div. of Standard Industries)	Guelph, Ont.	Cement Workers loc 364 (AFL-CIO/CLC)	200	4,400	8,790	July 25	Wages, cost-of-living clause—
Manufacturing								
FOOD & BEVERAGES								
	Hiram Walker and Sons Ltd., Windsor, Ont.		Can. Union of Distillery Workers loc. 1	800	17,600	68,000	July 2	Slowness in negotiations—
	Coopérative Fédérée du Qué. (Legrade Inc.) Princeville, Qué.		Commerce Fed'n (CNTU)	185	3,330	7,960	Aug. 23 Oct. 28	Cost-of-living adjustment— Settled by mutual agreement.
	Boulangerie Christie Ltée, Montréal, Qué.		Bakery Workers loc. 55 (AFL-CIO/CLC)	180	3,960	5,220	Sept. 20	Firing of two employees—
	La Cie Qué. Poultry Ltée, Québec, Qué.		Commerce Fed'n (CNTU)	360	1,800	1,800	Oct. 8 Oct. 16	Suspension of 2 employees, cost of-living adjustment & demand of master agreement—Settled by mutual agreement.
	La Cie. Québec Poultry Ltée (Aliments Flamingo), Sainte-Rosalie, Qué.		Commerce Fed'n (CNTU)	240	720	720	Oct. 10 Oct. 16	Suspension of 2 employees cost-of-living adjustment & demand for master agreement—Settled by mutual agreement.
	La Cie Qué. Poultry Ltée (Flamingo Farms Ltée & Abattoir Berthier Inc.) Berthierville, Qué.		Commerce Fed'n (CNTU)	442	1,330	1,330	Oct. 10 Oct. 16	Suspension of 2 employees cost-of-living adjustment demand of master agreement—Settled by mutual agreement.
	La Cie Qué. Poultry Ltée, Saint-Jean-Baptiste-de-Rouville, Qué.		Commerce Fed'n (CNTU)	650	1,950	1,950	Oct. 10 Oct. 16	Suspension of 2 employees cost-of-living adjustment & demand for master agreement—Settled by mutual agreement.
	*Freshwater Fish Marketing Corp. Winnipeg, Man.		Retail, Wholesale Union loc 561 (AFL-CIO/CLC)	350	4,670	4,670	Oct. 12	Wages, cost-of-living adjustment—
	Hiram Walker & Sons Ltd., Winfield, B.C.		Distillery Workers loc 202 (AFL-CIO/CLC)	175	2,100	2,100	Oct. 16	Respecting picket line set up by Union of Distillery Worker from Walkerville plant—
	Avico (1970) Ltée. Iberville, Qué.		Commerce Fed'n (CNTU)	269	1,350	1,350	Oct. 25	Wages—
RUBBER								
	Firestone Tire & Rubber Co. Ltd., Hamilton, Ont.		Rubber Workers loc 133 (AFL-CIO/CLC)	1,200	26,400	204,000	Feb. 28	Wages & fringe benefits—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location			October	Accu- mulated	Termination Date	Result	
	Goodyear Tire & Rubber Co. of Can. Ltd., Toronto, Ont.	Rubber Workers loc 232 (AFL-CIO/CLC)	1,750	28,000	218,750	Apr. 25 Oct. 23	Cost-of-living escalator clause—Settled through conciliation & mediation; Wage increases & cost-of-living escalator clause
	Uniroyal Ltd., Kitchener, Ont.	Rubber Workers loc 1-80 (AFL-CIO/CLC)	1,250	23,750	42,500	Sept. 10 Oct. 29	Wages & fringe benefits—Settled by mutual agreement. Wage increase & cost-of-living allowance
	Canadian Technical Tape, Montréal, Qué.	Fed'n of Paper Workers (CNTU)	180	3,960	5,220	Sept. 20	Wages, cost-of-living escalator clause—
	Goodyear Tire & Rubber Co., Medicine Hat, Alta.	Rubber Workers loc. 628 (AFL-CIO/CLC)	137	140	140	Oct. 31	Wages—
KNITTING MILLS							
	Penmans Ltd., Saint-Hyacinthe, Qué.	Textile Fed'n (CNTU)	330	7,260	34,980	May 31	Wages—
WOOD							
	Canadian Forest Products, Hunting-Merritt, B.C.	Woodworkers loc 1-27 (AFL-CIO/CLC)	200	4,400	107,600	Sept. 13 1972	Shorter hours, elimination of piece work-rates of pay—
	Rexwood Products Ltd. New Liskeard, Ont.	Carpenters loc 2995 (AFL-CIO/CLC)	112	2,440	9,410	July 3	Wages & fringe benefits—
FURNITURE & FIXTURES							
	Matelas Supreme Inc. Saint-Narcisse, Qué.	Building and Woodworkers Fed'n (CNTU)	110	2,420	22,770	Jan. 8	Wages & working conditions—
	Standard Desk Ltd., Ville de Laval, Qué.	Upholsterers loc 388 (AFL-CIO/CLC)	230	920	920	Oct. 22 Oct. 28	Wages—Settled by mutual agree- ment.
PAPER							
	Papeterie Canadienne Joliette, Qué.	Communication Workers Fed'n (CNTU)	180	3,960	15,300	July 3	Wages & fringe benefits—
	Continental Can. of Canada Ltd., Montréal Qué.	Paper Workers Fed'n (CNTU)	105	2,310	5,990	Aug. 12	Wages & holidays—
	Sonoco Products Ltd. Terrebonne, Qué.	Fed'n of Paper Workers (CNTU)	110	2,420	4,180	Sept. 9	Seniority, cost-of-living adjustment—
	Rayonnier-Québec Co. Ltd., Port Cartier, Qué.	Canadian Paper workers Union loc. 1125 (CLC)	175	350	1,050	Sept. 25 Oct. 3	Wages—Wage increase and cost -of-living clause.
	Cie Inter. de Papier du Can., Pointe-aux-Trembles, Qué.	Canadian Paper Workers Union loc 849 (CLC)	325	1,300	1,790	Sept. 27 Oct. 6	Wages—Settled.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues	
			October	Accu- mulated	Termination Date		
Location	Union					Result	
	C.I.P. Containers, Burlington, Ont.	Canadian Paper Workers Union loc 949 (CLC)	150	380	680	Sept. 27 Oct. 3	Cost-of-living adjustment— Settled by mutual agreement.
	Qué. Containers Ltd. Montreal, Qué.	Canadian Paper workers loc 667 (CLC)	152	3,190	3,190	Oct. 2	Cost-of-living adjustment—
PRINTING & PUBLISHING							
	Montréal-Matin Montréal, Qué.	Fed'n of Commu- nication Workers (CNTU)	325	420	420	Oct. 7 Oct. 9	Wages—Not reported
PRIMARY METAL							
	Noranda Metal Indus- tries Ltd., Annacis Island, B.C.	Can. Assoc. of Industrial Mechanical Workers loc 4 (CCU)	208	4,580	22,060	June 1	Wages, cost-of-living clause—
	Cominco Ltd., Trail, B.C.	Steelworkers loc 480 (AFL-CIO/CLC)	2,800	62,000	246,000	July 1	Wages, cost-of-living clause seniority rights, job evalua- tion—
	Cominco Ltd., Trail, BC	Assoc. of Com- mercial & Technical Empl. loc 1705 (CLC directly chartered)	485	10,740	42,610	July 1	Wages, cost-of-living clause seniority rights, jobs evalua- tion—
	Industrie Couture Ltée, Chicoutimi, Qué.	(CNTU)	200	4,330	5,660	Sept. 20	Cost-of-living adjustment & wage parity with ALCAN workers—
	Interprovincial Steel and Pipe Corp., Regina, Sask.	Steelworkers loc. 5606 (AFL-CIO/CLC)	450	5,790	6,270	Sept. 29 Oct. 19	Duration of contract—Settled by mutual agreement.
	Interprovincial Steel and Pipe Corp., Regina, Sask.	Steelworkers loc 5890 (AFL-CIO/CLC)	670	8,610	9,330	Sept. 29 Oct. 19	Respecting picket lines of Steelworkers loc 5606—Return of workers when Steelworkers loc 5606 returned.
	Canadian Lukens Ltd., Rexdale, Ont.	Steelworkers loc 6644 (AFL-CIO/CLC)	114	2,510	2,620	Sept. 30	Wages & fringe benefits—
	Canadian Unitcast Steel Ltd., Sherbrooke, Qué.	Fed'n of Metal Trades Unions (CNTU)	157	160	160	Oct. 31	Wages—
METAL FABRICATING							
	Stanley Works of Can. Ltd., Roxton Pond, Qué.	Machinists loc 909 (AFL-CIO/CLC)	258	5,680	24,150	June 18	Cost-of-living escalator clause—
	York Div. - Borg. Warner (Canada) Ltd. Saint-Jérôme, Qué.	Steelworkers loc 6333 (AFL-CIO/CLC)	156	230	6,780	Aug. 1 Oct. 2	Cost-of-living escalator clause Settled by mutual agreement.
	Cooper Tool Group Ltd., Barrie, Ont.	Steelworkers loc 6709 (AFL-CIO/CLC)	174	3,830	9,920	Aug. 12	Wages & fringe benefits—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues Result
					October	Accumulated	Termination Date	
	Babcock & Wilcox Canada Ltd., Cambridge, Ont.		Steelworkers loc 2859 (AFL-CIO/CLC)	853	18,770	34,980	Sept. 4	Wages—
	P.L. Robertson Milton, Ont.		Steelworkers loc 4970 (AFL-CIO/CLC)	320	5,760	5,760	Oct. 7	Wages & fringe benefits—
	Dominion Bridge Co. Ltd., Lachine, Qué.		Steelworkers loc. 2843 (AFL-CIO/CLC)	1,000	3,000	3,000	Oct. 9 Oct. 15	Cost-of-living adjustment— Workers returned under injunction.
MACHINERY								
	Gould Manufacturing Ltd., St. Thomas, Ont.		Machinists loc 1975 (AFL-CIO/CLC)	370	8,140	39,220	May 31	Wages, cost-of-living clause—
	Phoenix Steel Saint-Paul l'Ermite, Qué.		Sheet Metal Workers loc 116 (AFL-CIO/CLC)	140	3,080	14,840	May 31	Wages, fringe benefits—
	AP Parts of Can. Ltd. Etobicoke, Ont.		Auto Workers loc 252 (CLC)	230	5,060	11,850	Aug. 19	Wages & fringe benefits—
	International Harvester Co. of Can. Ltd., Candiack, Qué.		Steelworkers loc 6617 (AFL-CIO/CLC)	160	3,520	6,240	Sept. 6	Wages—
	Eaton Yale Ltd., St. Catharines, Ont.		U.E. loc 535 (CLC)	130	2,820	2,950	Sept. 30	Wages—
	Outboard Marine Corp. of Canada Ltd., Peterborough, Ont.		Steelworkers loc 5009 (AFL-CIO/CLC)	1,500	19,500	19,500	Oct. 15	Wages & fringe benefits—
	Canadian Ingersoll Rand, Sherbrooke, Qué.		Steelworkers loc 6670 (AFL-CIO/CLC)	524	2,100	2,100	Oct. 28	Cost-of-living adjustment—
TRANSPN. EQUIPMENT								
	United Aircraft of Canada Ltd., Longueuil, Qué.		Auto Workers loc 510 (CLC)	1,400	30,800	490,400	Jan. 7	Union security, wages, cost-of-living clause—
	Commodore Mobile Homes, Saint-Jean, Qué.		United Textile Workers loc 490 (AFL-CIO/CLC)	121	1,090	8,470	July 5 Oct. 15	Cost-of-living adjustment— Settled by mutual agreement.
	Griffin Steel Foundries Ltd., Sainte-Hyacinthe, Qué.		Metal Trades Democratic Fed'n (CSD)	179	720	6,990	Aug. 12 Oct. 7	Cost-of-living adjustment— Settled through conciliation
	Ingersoll Machine & Tool Lt., Ingersoll, Ont.		Steelworkers loc 2918 (AFL-CIO/CLC)	155	1,400	6,360	Aug. 14 Oct. 15	Wages, fringe benefits— Settled by mutual agreement, wage increase.
	Glendale Corp. Strathroy, Ont.		Machinists loc 2374 (AFL-CIO/CLC)	350	7,700	12,950	Sept. 10	Fringe benefits—
	American Motors (Canada) Ltd., Brampton, Ont.		Auto Workers loc 1285 (CLC)	1,365	30,030	45,050	Sept. 16	Wages, compulsory overtime—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location				October	Accu- mulated	Termination Date	Result
Flyer Industries Ltd Winnipeg, Man.	Can. Assoc. of Industrial Mechanical Workers (CCU)	560	11,760	11,760	Oct. 1	Wages & union jurisdiction—	
Ferguson Industries Ltd., Pictou, N.S.	Steelworkers loc 4702 (AFL-CIO/CLC)	250	4,250	4,250	Oct. 3 Oct. 28	Cost-of-living clause—Settled through mediation.	
Spar Aerospace Products Ltd., Toronto, Ont.	Auto Workers 112 (CLC)	300	300	300	Oct. 31	Contract terms—	
ELECTRICAL PRODUCTS							
Emerson Electrical (Motor Division) Canada Ltd., Markham, Ont.	U.E. loc 522 (CLC)	245	2,700	23,040	June 1 Oct. 17	Wages, fringe, benefits, com- pulsory overtime—Settled by mutual agreement.	
Sola Basic Ltd., Etobicoke, Ont.	Machinists loc 1168 (AFL-CIO/CLC)	165	3,630	9,410	Aug. 12 Oct. 16	Wages & fringe benefits—Not reported.	
Hermes Electronics Ltd., Dartmouth, N.S.	IBEW loc 1651 (AFL-CIO/CLC)	200	80	80	Oct. 2 Oct. 2	Company proceedings—Return of workers.	
NON METALLIC MINERAL PRODUCTS							
Francon (1966) Ltd., Montréal, Qué.	Building & Woodworkers Fed'n (CNTU)	850	18,700	37,400	Aug. 29	Cost-of-living clause, volun- tary overtime—	
The Exolon Co. of Canada Ltd., Thorold, Ont.	Chemical Workers loc 582 (AFL-CIO/CLC)	241	240	240	Oct. 1 Oct. 2	Wages, overtime—Settled by mutual agreement.	
CHEMICAL PRODUCTS							
Canadian Titanium Pigments, Varennes, Qué.	Fed'n of Metal Trades Unions (CNTU)	180	3,960	13,320	July 18	Cost-of-living adjustment—	
Canadian Industries Ltd., Brownsburg, Qué.	Steelworkers loc 14138 (AFL-CIO/CLC)	850	18,700	48,450	Aug. 12	Cost-of-living adjustment—	
Canadian Industries Ltd., McMasterville, Qué.	Fed'n of Metal Trades Unions (CNTU)	700	15,500	26,500	Sept. 9	Wages—	
Rexall Drug Co. Ltd. Mississauga, Ont.	Chemical Workers loc 279 (AFL-CIO/CLC)	153	610	610	Oct. 28	Not reported—	
MISCELLANEOUS							
M.C.A. Records Cornwall, Ont.	I.U.E. loc 539 (AFL-CIO/CLC)	156	3,430	3,740	Sept. 27	Cost-of-living adjustment—	
St. Lawrence Manu- facturing Co. Inc., Giffard, Qué.	Steelworkers loc 6072 (AFL-CIO/CLC)	355	2,840	2,840	Oct. 22	Not reported—	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			October	Accu- mulated	Termination Date	Result
Construction							
	Plastering Assoc. of Toronto, Toronto, Ont.	Plasterers loc 48 (AFL-CIO/CLC)	250	5,500	65,750	Oct. 17 1973	Not reported—
	Hydro Electric Power Commission of Ontario Various areas, Ont.	IBEW loc 1788 (AFL-CIO/CLC)	1,500	7,500	45,200	July 31 Oct. 8	Allowances & jurisdiction dispute—Not reported.
	Irving Refining Expansion (Various contractors) Saint-John, N.B.	Various unions	2,000	2,000	2,000	Oct. 28 Oct. 29	Sympathy strike—Settled by mutual agreement.
Transp'n & Utilities							
TRANSPORTATION							
	*Canadian Lake Carriers Assoc., Great Lakes and St. Lawrence River	Canadian Marine Officers Union (AFL-CIO/CLC)	400	400	15,830	Aug. 8 Oct. 2	Wages, cost-of-living escalator clause—Wage increase.
	*CN Sarnia, Ont.	Railway Transport & General Workers loc 183 (CLC)	300	300	300	Oct. 10 Oct. 11	Rates of pay—Return of workers pending meeting with management.
	*Ministry of Transport (Government of Canada) Various airports, Can.	Can. Transport Employees loc 50509-PSAC (CLC)	300	860	860	Oct. 14 Oct. 18	Wages: reclassification of assistant air traffic controllers as technical employees—Return of workers.
	*CP Rail (Angus Shops) Montréal, Qué.	Machinists (AFL-CIO/CLC)	800	800	800	Oct. 17 Oct. 18	Cost-of-living adjustment—Return of workers after 24-hour protest.
	Cie de Transport Saint-Maurice, Shawinigan, Trois-Rivières, Qué.	Three unions (CNTU)	127	730	730	Oct. 24	Slowness in negotiations—
COMMUNICATIONS							
	Québec Telephone Rimouski, Qué.	IBEW loc 2200-Office Employees & Technicians (AFL-CIO/CLC)	500	11,000	26,500	Aug. 16	Cost-of-living adjustment—
	Québec Telephone Rimouski, Qué.	IBEW loc 2200-Plant Employees (AFL-CIO/CLC)	420	4,240	22,260	Aug. 16	Cost-of-living adjustment—
	Québec Telephone Rimouski, Qué.	IBEW loc 2200-Traffic Employees (AFL-CIO/CLC)	359	7,900	19,030	Aug. 16	Cost-of-living adjustment—
	The New Brunswick Telephone Co. Ltd., Various locations, N.B.	IBEW loc 1148 (AFL-CIO/CLC)	430	9,520	13,050	Sept. 19	Wages; After suspensions for alleged slowdowns.—
STORAGE							
	*Five Grain Co. Vancouver, B.C.	Grain Workers Union loc 333 (CLC directly chartered)	602	14,820	19,870	Aug. 26 Oct. 11	Wages—Dispute ended by government legislation.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			October	Accu- mulated	Termination Date	Result
Trade							
WHOLESALE							
	John Millen, Montréal, Qué.	Teamsters (Ind.)	200	4,400	9,000	Aug. 28	Wages—
	International Harvester Co. (Parts Dept.) Burlington, Ont.	Auto Workers (CLC)	150	2,850	2,850	Oct. 4	Wages—
RETAIL							
	Twin Cities Co-operative Dairy, Various locations, N.S.	Teamsters loc 927 (Ind.)	498	2,490	2,490	Oct. 7 Oct. 12	Wages & fringe benefits— Settled by mutual agreement. Wage increase.
	Dominion Stores Ltd. Various locations, N.B.	Retail, Whole-sale Union loc 1065 (AFL-CIO/CLC)	600	1,500	1,500	Oct. 10 Oct. 15	Wages—Wage increase.
	Canteen of Can. Ltd. Windsor & London, Ont.	Retail Whole-sale Union loc 414 (AFL-CIO/CLC)	185	2,230	2,230	Oct. 15	Wages & working conditions—
	Hudon et Orsali Montréal, Qué.	Retail Clerks loc 501 (AFL-CIO/CLC)	160	370	370	Oct. 15 Oct. 18	Wages & firing of an employee —Settled by mutual agreement
Services							
EDUCATION							
	Hastings City Board Hastings, Ont.	Public Employees loc 1022 (CLC)	180	3,960	9,360	Aug. 19	Not reported—
	Peel County Board of Education, Cooksville, Ont.	Public Employees loc 1628 (CLC)	351	7,720	15,090	Aug. 30	Wages & fringe benefits—
	University of Sask. Saskatoon & Regina, Sask.	CLC directly chartered loc 54	1,733	18,790	24,360	Sept. 26 Oct. 11	Wages & fringe benefits— Settled through conciliation.
	Verdun Catholic School Board, Verdun, Qué.	English Teachers Assoc. (Ind.)	107	110	110	Oct. 18 Oct. 19	Refusal by employer to send collected union dues to union— Return of teachers after one-day study session.
HEALTH & WELFARE							
	Hôpital Saint-Lambert Saint-Lambert, Qué.	Public Service Fed'n (CNTU)	150	3,320	3,620	Sept. 28	Number of employees—
	Ermitage des Bois-Francis, Victoriaville, Qué.	Services Fed'n (CNTU)	153	310	310	Oct. 3 Oct. 4	Rehiring of an employee who had resigned—Settled by mutual agreement.
SERVICES TO BUSINESS							
	Tele-Direct Ltd., Toronto, Ont.	Office Employees loc 131 (AFL-CIO/CLC)	100	2,200	3,400	Sept. 13	Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1974 (PRELIMINARY) (CONCL'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues Result
					October	Accu- mulated	Termination Date	
Public Administration								
PROVINCIAL ADMINISTRATION								
	Alberta Provincial Government, Edmonton, Alta.	Civil Service Assoc. of Alberta (CLC)	7,000	14,000	14,000	Sept. 30 Oct. 3	Wages—Settled by mutual agreement.	
LOCAL ADMINISTRATION								
	City of Calgary Calgary, Alta.	Public Employees loc 37 (CLC)	1,154	580	580	Oct. 17 Oct. 18	Wages—Return of workers.	
	City of Calgary Calgary, Alberta.	Public Employees loc 37 (CLC)	1,232	1,230	1,230	Oct. 22 Oct. 23	Wages—Return of workers.	

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

ECONOMICS AND RESEARCH BRANCH

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1973.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 75 cents. Cat. No. L2-1/1972.

Wage Rates, Salaries and Hours of Labour, 1973. An annual report in four volumes containing the results of an annual survey conducted at October 1 of occupational wage rates and standard hours of work in selected industries throughout Canada. Two volumes are published during December in preliminary form; Volume 1 covers salaries and wage rates of office, maintenance and service occupations in major communities; Volume 2 presents information on wage rates and hours of work for production and maintenance occupations in most industries. A final version, in two corresponding volumes, follows several months later. Price of the four-volume report: \$7.50; individual volumes, \$2.50. (Bilingual) Cat. No. L2-556.

Working Conditions in Canadian Industry, 1972. (Bilingual). Price \$2.00. Cat. No. L2-15/1972.

Measuring the Quality of Working Life. Proceedings of a symposium on social indicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H. Portugal. Price \$4.00. Cat. No. L41-13/1974.

Productivity, Costs and Prices. An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

WOMEN'S BUREAU

Women's Bureau '69. Papers dealing with the new role of women; discriminatory practices in connection with the recruitment of highly qualified women; and a consideration of the economic value of unpaid domestic services. (Bilingual). Free.

Women's Bureau '70. Papers dealing with discriminatory provisions in legislation and discriminatory practices in conditions of employment; discriminatory practices in academic appointments of women in Canadian universities; and a consideration of the status of the housewife with reference to the labour force. (Bilingual). Free.

Women's Bureau '71. Papers dealing with statistical data on working women; need for perseverance in rectifying injustices affecting working women; actions taken as a result of the Report of the Royal Commission on the Status of Women; and two international agencies with which the Women's Bureau is closely associated. (Bilingual). Free.

Women's Bureau '72. Papers dealing with union responsibility for equal opportunity for women; occupational segregation in the health professions; past setbacks in achieving equality; the double jeopardy of socially disadvantaged women. And two communications with the press. (Bilingual). Free.

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. Free.

Conventions and Laws Relating To Working Women (Bilingual). Free

LEGISLATIVE RESEARCH BRANCH

Labour Relations Legislation in Canada. A comparative study of the federal and provincial Labour Relations Acts in Canada as they existed at the end of 1968. (A separate reprint, is available free on request). Price \$3.50. Cat. No. L34-2069.

Labour Standards in Canada. Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.00. Cat. No. L2-7/1973.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

ACCIDENT PREVENTION AND COMPENSATION BRANCH

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

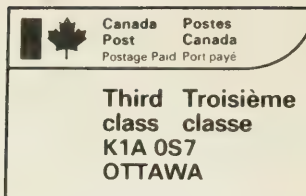
Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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the labour gazette

Government
Publications

march 1975



CAI L
L13

Monthly Journal Canada Department of Labour

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THE LABOUR GAZETTE and LA GAZETTE DU TRAVAIL are published monthly by the Canada Department of Labour, Public Relations Branch.

CORRESPONDENCE — Address letters dealing with editorial matters to the Editor, The Labour Gazette, 340 Laurier Ave. W., Ottawa K1A 0J2.

SUBSCRIPTIONS — Canada: \$5 a year, single copies 60 cents; all other countries: \$7 a year, single copies 75 cents. Send remittance by cheque or post office money order, payable to the Receiver General of Canada, to Information Canada, Publishing Division, Ottawa K1A 0S9.

CHANGE OF ADDRESS — Send the new address, together with the previous address label, to Information Canada, Publishing Division, Ottawa K1A 0S9.

INDEXED IN: Canadian Periodical Index, Index to Canadian Legal Periodical Literature, Public Affairs Information Service Bulletin, and Work Related Abstracts.



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NEWS BRIEFS

Munro Addresses ILO

Labour Minister John Munro, heading Canada's delegation to the 10th regional conference of American States who are members of the International Labour Organization in Mexico City, late last year urged the ILO to improve its performance in identifying new problems in the labour field.

Addressing some 200 delegates from 26 countries in South, Central and North America and the Caribbean, Munro said that Canada itself is concerned with a variety of new problems in the labour field—the quality of working life, job satisfaction, workers demands for greater participation in decision-making. "We are moving to deal with these problems through research, analysis and the development of machinery for tripartite discussion," the Minister said.

"We want to be able to look to the ILO for guidance and enlightenment on such matters, based on a review and sifting of the experience of other countries. The ILO needs new standards in these areas and I urge an intensified effort to identify new problems on the frontier, and action to help us all in finding solutions."

"The slow process of waiting for a consensus, waiting for the moment when a subject is 'ripe' for the adoption of an international standard, is not good enough," he declared. "The ILO must never fear to be controversial as it seeks to advance our skills in meeting new challenges and improving the conditions of workers everywhere. If the ILO standard-setting system is to be truly helpful, it must be modernized and made more responsive to changing needs."

Munro reiterated the Canadian view that the basic task of the ILO must be to continue to focus on developing countries, but not to lose touch with the more industrialized countries, and their particular problems.

Beyond research and information, said Munro, the organization's work in international standard-setting should be strengthened "by modernizing the system, concentrating on a limited number of instruments...and developing new standards where research and exchange of information reveal new problems.

"As an example of one such new problem, many of us have been alarmed by recent revelations of the hazards to working people created by substances used in industry whose dangerous characteristics have not been recognized. Thousands of substances exist, whose potential effect on health is simply not fully

known, but research in this area may lie beyond the capabilities of any one Government. There is a pressing need for coordination of effort, so as to avoid duplication in the use of scarce resources. The ILO, in co-operation with the World Health Organization, could play a dynamic role in meeting this need. Additionally, the tripartite character of the ILO can be invaluable in ensuring that this work is carried on with realism and a sense of urgency."

The Minister also told delegates that next year his Department will celebrate its 75th anniversary. Currently the Department is re-examining its aims and objectives; meetings are to be held with representatives of labour and management to examine Canada's industrial relations.

The conference, held November 26 to December 5, was concerned primarily



Guy de Merlis, William Kelly, John Munro.

with furthering and strengthening tripartite co-operation, and with the need for improving working and living conditions of rural workers.

The Canadian delegation comprised the Minister; W.P. Kelly, Assistant Deputy Minister, Industrial Relations, Canada Department of Labour; Guy de Merlis, Assistant Director, International Labour Affairs Branch, Canada Department of Labour; Employer Delegate F.K. Richan, Vice-President, Industrial Relations, Philips Electronic Industries Ltd; and Mrs. Shirley Carr, Executive Vice-President, Canadian Labour Congress. Mrs. Carr was elected vice-chairman of the conference.

1975 Manpower Plans

Major developments for 1975 in all three areas for which he has Cabinet responsibility: manpower, immigration and unemployment insurance, have been announced by Robert Andras, Minister of Manpower and Immigration.

The emphasis is to be on employment, giving people access to jobs, rather than unemployment. Unemployment benefits, although essential, are not a solution to the problem of unemployment and greater efforts will be made to train and, where necessary, to retrain people to equip them for the job market, he said in his annual forecast. A pilot project in Newfoundland that trains workers while they continue to collect UIC benefits is presently in effect.

In emphasizing new initiatives made by his department, Mr. Andras noted the establishment of new manpower centres, training and mobility programs, and a wide range of job creation programs. Services to the chronically unemployed; the physically handicapped, the mentally retarded, the unskilled and to those living in areas of chronic high unemployment where job opportunities are marginal are being provided through Community Employment Strategy, a program to pool all available federal and provincial

resources to assist those whose need is greatest.

Immigration policy, presently under review, will feature major changes in 1975. Specific modifications are not yet known pending debate on the subject. Mr. Andras expressed confidence, however, that it would remain, as in the past, humanitarian and non-discriminatory while serving the needs of Canada's labour market.

Support for 12-Hour Shift

A number of benefits and no noticeable drawbacks; that is the finding of a study done at the University of Western Ontario's School of Business. Assistant Professor Peter Newson and MBA student Kenneth Crump undertook a research project to see whether staff schedules at the University Hospital could be improved.

The results have been published in a book, **Master Rotation of Shiftwork**, which explains how the 12-hour shift can be instituted to the satisfaction of all concerned in those industries that lend themselves to it.

Prof. Newson points out that the 12-hour shift has limited application in industry but is ideally suited to any business that must be kept in continuous operation, such as hospitals and refineries. Among the benefits accruing from the introduction of the 12-hour shift are:

- A level of fatigue no greater (and in some cases less) than that experienced on an 8-hour shift.
- A significant reduction in absenteeism.
- An improvement in employee morale.
- An improved attitude toward their work by the employees.
- Scheduling is greatly simplified and employees are able to work no more than three consecutive days, have not less than two consecutive days off duty and have every second weekend off.

—Employees on a 12-hour shift are on duty only 175 days a year as opposed to 250 days on the 8-hour schedule.

—Annual leave remains about the same as a result of the structure of the 12-hour shift.

Where the 12-hour shift has been tried, for example in the Imperial Oil Ltd. refinery in Winnipeg, the employees have been overwhelmingly in favour of the new hours of work. Opposition to the longer work day has come from organized labour, which fought to have the eight-hour day recognized in law and fears a return to the exhausting work schedules of an earlier period.

A study released by the Canada Department of Labour, *Trends In Working Time*, said current experiments with the compressed workweek could "perhaps be viewed as a compromise between labour's desire for more leisure and management's reluctance to reduce hours of work." In most cases, the study says, the 12-hour day schedule does not change the total hours worked but it does give the employees "more usable blocks of leisure" and they seem to be in favour of it.

Demand Drops for Skilled

The demand for professional workers decreased 11 per cent during the fourth quarter of 1974 although the number of jobs available to professionals reached an all-time high in October. These figures were compiled by the Technical Service Council, which deals with the placement of professionals. The TSC attributed the decrease to the slowdown in consumer spending and layoffs in the automobile, electrical, electronics, home entertainment, plastics, geophysical exploration and textile industries. The economic prospects for 1975 indicate that

openings for professionals will continue just below present levels.

The quarterly survey by the TSC covers vacancies in 1,500 manufacturing, mining, construction and consulting firms across Canada. It does not include positions in governments and institutions, which employ about 30 per cent of professionals. Despite the depressed market for the highly skilled and trained, severe shortages exist of a variety of specialists. The demand for engineers specialized in, for example, mechanical sales or chemical processing is very strong. Computer programmers, accountants and mechanical draftsmen are also very much in demand, as are a number of other specialized professions. Most openings are for graduates with five to fifteen years experience.

As a corollary to the existing situation in Canada, TSC notes that emigration of professional, technical and kindred workers decreased in 1974 for the second year in a row. The causes for this are several and varied. The recession in the United States has decreased opportunities for engineers and scientists and stringent American immigration laws have made it difficult for non-medical persons to obtain a work visa. Furthermore, all applications must be approved by the U.S. Department of Labor, and approval can take as long as 2 1/2 years. This delay has discouraged American employers from sponsoring Canadians for specific jobs.

TSC officials warn that the exodus of Canadian professionals could resume almost overnight if plans in the U.S. to become self-sufficient in energy are realized, as massive expenditures would produce a shortage of engineers and scientists and Canadian talent would soon be in great demand.

Sylvia Ostry

Sylvia Ostry, Chief Statistician of Canada since 1972, has been

appointed Deputy Minister of Consumer and Corporate Affairs, becoming the highest ranking woman in the federal public service and the only one of four at the deputy minister level to head a policy-making department. The announcement of Mrs. Ostry as successor to Michael Pittfield, recently appointed Clerk of the Privy Council, was made by the Prime Minister's Office shortly after Mr. Trudeau made a statement marking Canada's participation in International Women's Year.

Mrs. Ostry tends to disregard any implication that her appointment owes more to the Government's wish to appoint qualified women to senior civil service positions than to her qualifications for the job. In 1954 she received her Ph.D. in economics from McGill and Cambridge and has taught labour and manpower economics at four Canadian universities: McGill, Sir George Williams, Carleton and the University of Montreal.

She has authored many publications dealing with the characteristics and behavior of the Canadian labour force and is a fellow of the American Statistical Association, a member of the International Statistical Institute,

the American Economic Association and the Social Science Research Council and a member of the Board of Governors of Carleton University. Mrs. Ostry is married to Bernard Ostry, Secretary-General of the National Museums of Canada.

New Horizons Program

New Horizons, a program to assist and involve retired people in the mainstream of Canadian life, has received full program status and will be continued with a \$4-million increase to its present \$14-million budget. The change of status for the program, begun in 1972 on an experimental basis, was announced by Marc Lalonde, Minister of Health and Welfare, whose department administers New Horizons. Since the inception of New Horizons, 3,280 programs, most of them recreational in nature and involving 676,802 persons, have been funded for a total of \$18,147,410.

Minimum Wages

Effective March 31, Saskatchewan will join British Columbia and the Northwest Territories in having the



Sylvia Ostry

highest minimum wage in Canada: \$2.50 an hour. On July 1, Alberta's rate is to be adjusted upward from its present \$2.25 to \$2.50. Across Canada, Manitoba, Quebec and the Yukon Territory have established \$2.30 as their minimum and the rate in Ontario and Nova Scotia is \$2.25. Ontario's rate will be boosted to \$2.40 on May 1. Newfoundland raised its minimum to \$2.20 and New Brunswick's went to \$2.15 effective January 1, 1975. Prince Edward Island has the lowest provincial minimum wage at \$2.05, raised from \$1.75 at the first of the year. The federal minimum wage remains \$2.20 per hour but an increase, according to Labour Minister John Munro, is being considered.

CLC Admits 4 CS Groups

Four provincial civil service groups have been admitted to the Canadian Labour Congress. The addition of the Civil Service Association of Ontario and the Government Employees Associations of Saskatchewan, Manitoba and Nova Scotia brings to eight the number of civil service groups, with a combined membership of 155,000, in the CLC. In September 1973, the Newfoundland Association of Public Employees, the Prince Edward Island Public Servants' Association and the Civil Service Association of Alberta had joined the British Columbia Government Employees' Union as affiliates of the CLC. The B.C. organization had long been an affiliate of the Congress.

Opposition to admission of the associations to the CLC came from the Canadian Union of Public Employees. CUPE had threatened to withdraw from the CLC but relented with the stipulation that the provincial associations, with the exception of B.C., form a new national organization. The task of forming a national body has fallen to Shirley Carr, CLC vice-president.

P.S.S.R.B. Appointments

Maurice F. Wright, Q.C., of Ottawa and Michelle Falardeau-Ramsay of Montreal have been appointed Deputy Chairmen of the Public Service Staff Relations Board.

Mr. Wright, a specialist in labour law and a senior partner in the Ottawa legal firm of Soloway, Wright, Houston, Greenberg, O'Grady and Morin, has represented the Canadian Labour Congress and several railway unions, and has appeared several times before the Canada Labour Relations Board. Mrs. Falardeau-Ramsay, senior partner in the Montreal law firm of Levac and Falardeau, has an extensive academic and professional background in labour relations.

Louis Fine Dies at 80

Louis Fine, for thirty years a conciliator with the Ontario Department of Labour, died January 12. Known as "Louis the Peacemaker," Fine settled more strikes than any other man in North America before his retirement as Ontario's chief conciliator in 1964.

Leaving school at an early age, Fine began his career in the labour movement when he joined the United Hat, Cap and Millinery Workers of America and became a member of the Union's board at the age of 23. In 1934 he joined the Ontario civil service, beginning a career that was to span three decades. Fine considered his first major achievement to be his settlement of the United Auto Workers strike against General Motors in 1937 and his one regret was his inability to settle a printers' strike at the three Toronto newspapers in 1964.

In 1967 he was appointed chairman of the board of conciliation to settle a dispute between the Seafarers' International Union of Canada and the Great Lakes Shipping companies and

he also served as chairman of the Ontario Human Rights Commission. As a tribute to Fine's success in settling labour disputes, Trent University, in 1969, awarded him an honorary doctor of laws degree.

Summer '75 Program

Twelve government departments will be participating in Summer '75, the federal program designed to provide work opportunities for students.

For 1975, a total allocation of \$67.1 million dollars is expected to provide direct and indirect employment and activities for 432,000 students. The largest single item for Summer '75 is \$27.5 million dollars for the Opportunities for Youth program. Entering its fifth year of operation, Opportunities for Youth is expected to provide jobs for more than 20,000 young people.

"Through the Summer '75 program we are attempting to encourage, facilitate and create student summer employment to meet the needs of students, employers, and the community," said Robert Andras, Minister of Manpower and Immigration. The Minister said that variations in the student labour market in different parts of the country necessitated a four-way approach to the summer employment question.

Noting that private sector hiring of students has been responsible for more than 85 per cent of student summer jobs, Andras emphasized that the primary Summer '75 "strategy" is to facilitate and encourage private-sector hiring.

Because there are upper limits to the absorption of students in the private sector, Andras said that Summer '75 would provide jobs both through direct hiring of students by federal government departments and through funding innovative projects undertaken by groups of students and other organizations concerned with personal

and community betterment. In addition, Andras said, there would be a fourth Summer '75 "strategy", namely non-salaried activity programs such as travel exchanges designed to provide students with opportunities for personal growth and a greater understanding of their country.

Andras said that some 996,000 students had found employment in 1974, 60,000 more than in 1973. "I am grateful for the contribution made in the past by Canadian employers and by the Canadian Chambers of Commerce and Boards of Trade in helping achieve this growth. I would encourage employers to help young people and themselves by hiring students again this summer." To assist in matching students to jobs some 300 Canada Manpower Centres for Students will operate again next summer. In 1974 CMCSs were responsible for more than 200,000 student job placements.

In addition to the Department of Manpower and Immigration, the following federal departments will provide student employment and activities next summer: Public Service Commission; Secretary of State Department; Department of National Defence; Health and Welfare Canada; Department of Indian Affairs and Northern Development; Agriculture Canada; Revenue Canada Customs and Excise; Energy, Mines and Resources; Ministry of the Solicitor General; Department of Consumer and Corporate Affairs; Transport Canada.

ETUC and CGT

The admission of Italy's Communist-led CGIL into membership of the European Trade Union Confederation has been followed by a request for affiliation from France's Communist Confédération Générale du Travail (CGT), the only West European trade union organization of stature not yet affiliated with the ETUC. The German, Dutch and Scandinavian affiliates of the ETUC are known to be opposed

to the admission of the CGT, as well as France's Force Ouvrière. What particularly bothers opponents of the CGT's entry into the ETUC is the CGT's refusal to date to sever ties with the World Federation of Trade Unions, which some observers view as being just one more string in the Soviet foreign policy bow.

IILS Appointment

Albert Tévoédjrè, of Dahomey, has been appointed new Director of the International Institute for Labour Studies, with the rank of Deputy Director-General. He succeeds Prof. Kenneth Walker, of Australia.

Tévoédjrè was an Assistant Director General of the International Labour Organization. Before coming to the ILO, he was Minister of Information of the Republic of Dahomey, and Secretary-General of the African and Malagasy Union of 14 States.

ILO Appointments

Bertil Bolin, of Sweden, and John Warlick McDonald Jr., of the United States, have been appointed Deputy Directors-General of the International Labour Office. Bolin will be responsible for the Relations Sector, McDonald, for the General Administration Sector.

Bolin, an Assistant Director-General of the ILO since November 1968, was Legal Adviser of the Swedish Confederation of Trade Unions, and the Confederation's Director of International Affairs. He was a workers' delegate to the International Labour Conference (1962-68) and a member of the ILO Governing Body (1965-68). He was also a member of the Swedish delegation to the General Assembly of the United Nations, in 1965.

McDonald served with the United States Department of State in Europe and in the Middle East. He held top

management and policy-making positions with the Department of State, and during the past few years his work has been closely connected with all aspects of the United Nations and the Specialized Agencies. Most recently, he was co-ordinator for multilateral development programs, with particular responsibility for voluntary programs in the UN development field.

Strikes Increasing

Strikes are soaring in every major Western country except Ireland, according to the latest figures released by the International Labour Office. Although Britain is in the forefront of the strike league, thanks to a relatively peaceful year in 1973 it still trails Italy and the other top strike pacesetters. As the *Gazette* goes to press, the full figures are not yet available for 1974 but they are likely to be up in most countries, notably Canada, Britain, the United States, France, Japan and Australia. Canada lost about 9.4 million days in strikes in the first 11 months of 1974—compared with a total of 5.7 in 1973. Britain lost 13.9 million days in strikes in the first 11 months of 1974, its second worst year since 1926. The U.S. lost 38 million days in the first nine months, its worst record since 1970.

Ireland's remarkable descent in the league is due to the success of its national wage agreements signed by employers and unions. Those unions that have gone on strike for claims above the agreement have been expelled from the Irish Congress of Trade Unions.

Unemployment in Japan passed the one-million mark in January, with 2 per cent of that country's workforce of 50 million actively seeking jobs. The last official unemployment figures were for November 30, at which time 700,000 persons were jobless.

Employment Conference

In its November session, the ILO Governing Body authorized the International Labour Office to begin preparations for a world employment conference of government, employer and worker delegates. The special conference, tentatively scheduled to be held early in 1976, will concern itself with employment, income distribution, social progress, and the international division of labour. Its aim will be to adopt a set of broad action principles as a framework for national and international policies in these fields.

Illegal aliens in the U.S.

Banning the employment of illegal aliens in the U.S. would open up millions of jobs to Americans and save the government billions of dollars each year, suggests the U.S.'s top immigration official in a recent article in *U.S. News and World Report*.

Leonard F. Chapman Jr., Commissioner, Immigration and Naturalization Service, says his agency apprehended 800,000 illegal immigrants in 1973—10 times the number arrested a decade ago. "Still, we hardly slowed the illegal traffic across our border. We estimate that for every illegal alien we caught, at least four or five escaped our detection." He adds that the illegal alien population in the U.S. numbers at least six or seven million and is possibly as great as 10 or 12 million. "The majority of these people are holding jobs that are needed by unemployed Americans, and legal aliens".

The largest number of illegal aliens comes from Mexico. Many just slip across the border. Others hire smugglers who transport them at a cost of \$200 to \$700 a head to major U.S. cities.

Fraudulent marriage is another expensive scheme to flout the immigration laws. Under the law, an

alien who is married to a U.S. citizen gains preference over others in coming to the U.S. or remaining there as a permanent resident. Organized marriage rings are being uncovered monthly. Says Chapman: "We recently discovered in Miami a woman and her two daughters who had petitioned for entry into this country for 13 alien 'husbands'. The mother has eight marriages that we know of, one daughter has three and the other has two—all without benefit of divorce. In Washington, D.C. we exposed a marriage racket in which one U.S. citizen had married 15 Africans. Also in Miami, we discovered a marriage chapel operating in a notary public's office that was arranging and conducting five marriages a week, all for the purpose of gaining entry into the United States. The price ranged from \$1,000 to \$1,500 per marriage. Fraudulent documents and counterfeit immigration papers used by aliens to enter the country...return exorbitant profits to their peddlers."

However, the real cost of the illegal alien to Americans, says Chapman, is billions of dollars a year in wages that are earned in the U.S. and sent out of the country, in taxes that are unpaid by illegal aliens, in costs of services and welfare used by the illegals, and in the cost of unemployment caused by the illegal immigrants. The latter, he says, do not always take low-paying jobs that are unwanted by legal residents. Thirty-six per cent, or 364,000, are in industry. Another 301,000 are in service occupations, and 335,000 are in agriculture. "One of the difficult tasks the Immigration Service has before it is to dispel the myth that the illegals take only jobs picking tomatoes or planting cotton that pay a few dollars a week and couldn't be filled if the aliens were sent home. That may have been true at one time, but is no longer so. Illegal aliens know where the money is—in the cities and in factories. And these are their destinations."

At present, the Immigration Service is

"wholly incapable" of dealing with the illegal alien problem, says Chapman. However, he believes there are some remedies available. "The first and most important is legislation that will make it unlawful to employ anyone known to be an illegal alien." There is currently no law in the U.S. against hiring someone who is in the country illegally. "People are attracted to this country by the availability of jobs," Chapman notes. "It is relatively easy for aliens to enter illegally and to remain here. To discourage them it is necessary to turn off the magnet of money and employment."

Fringe Benefits Rise

Fringe benefits once accounted for only a small portion of business costs. Now they are a major expense for management and an important part of the return workers expect for their labour. According to a nation-wide survey by the U.S. Chamber of Commerce, the extras that come on top of pay—sick leave, paid vacations, holidays, health insurance and similar things—averaged more than \$3,230 a year per employee at latest count, or about 27 per cent of total employment expenses. Ten years earlier, the cost of such fringes averaged \$1,431, or about 22 per cent of employment costs. This means that fringe benefits increased by 126 per cent over the decade ended in 1973, the period covered by the survey.

Moreover, pressure for new and broader benefits keeps rising, observes *U.S. News and World Report*. "Trends in 'fringes' tend to spread from one industry to another and one company to the next." In addition to the conventional benefits, a checkup by the weekly news magazine revealed some unusual types. "For example, family counselling for workers' off-the-job problems is becoming common. Mead Corporation sponsors such a program at two of its plants. Employees can get advice on marital, financial and family problems. Xerox Corporation has provided such

a program for the past four years and reports it is gaining in popularity... A West Coast supermarket chain has offered free psychiatric services for clerks and their families...Prepaid legal service—financed by the company—is included in a growing number of union agreements. So is dental care, which has spread into the auto industry from aerospace firms."

The Chamber of Commerce survey lists payments required by law as well as optional extras provided under terms of labour-management agreements. Among legally required benefits are the employer's share of the Social Security tax along with his tax payments for unemployment compensation and workmen's compensation.

Women Workers

Today's working woman may earn only half as much as a man in the same job—and she sometimes works almost twice as long as her husband each week, if her duties in the home are taken into account. This is the global picture that emerges from a recent report by the International Labour Office, *Equality of opportunity and treatment for women workers*, that will be discussed by the 60th session of the International Labour Conference in June as part of the ILO's observance of International Women's Year.

Despite the sombre situation of many working women the trend is promising, the report says, because even present-day conditions are better for many than they were 10 years ago. And there is a heightened awareness of the need for women to have equality of opportunity and treatment with men workers.

Delegates to the Conference will be invited to issue a solemn Declaration proclaiming women workers' rights to equality, and to draw up a plan of action to help countries put the Declaration into practice, with regional and international backing.

The world has some 562 million women workers out of a total labour force of 1,637 million. Extending fair treatment to women workers is therefore both an important stage in the progress of human rights and a means of liberating vast production potential.

Women tend to start their working lives with several handicaps, including inadequate education, vocational guidance and training. In many countries efforts to correct this situation have been largely thwarted by traditions, attitudes and prejudices that limit women's work prospects.

In countries where there is growing unemployment, women workers are often seen as a threat and as intruders in a male domain. Among other obstacles facing women workers, the report notes the labelling of certain types of work as "men's" or "women's" jobs. Parents who are faced with a choice are more likely to invest in the education of a boy rather than that of a girl. Girls themselves create a further problem with their marked preference for general academic work rather than for courses leading to a specific occupation.

"One of the most blatant forms of discrimination against women continues to be unequal payment for work of equal value," the report observes. It concedes that the technical difficulty of comparing one job with another is a major obstacle, but it asks: "Why is it that so often when women enter an occupation in any large numbers wages fall, or fail to rise? Why is it that wages are traditionally low in so-called women's occupations? It would appear that in male-dominated societies women's work is apt, without reason, to be regarded as of less value than that of men."

Even when a woman is well placed to pursue a career she faces problems. "Advancement should be based on individual ability and inclination without

regard to sex, but in fact it is not. One of the problems is the difficulty of giving proof of the discrimination which is known to exist: the discrimination is subtle but brutal."

Reviewing progress in the world in general, the report notes that the ILO's Equal Remuneration Convention No. 100 of 1951 has been ratified by 82 countries, and that the principle of equal pay for work of equal value has been accepted by a number of others.

But equal pay laws are only a beginning. The fight against discrimination needs to be transformed into a more general and positive campaign to promote equality.

Working women spend more time on household chores than do their husbands. The ILO suggests equal sharing of the burden.

Working mothers put in between 70 to 80 hours of work a week, says the world labour body. Citing recent studies in several countries the ILO report notes that in Finland urban women workers spend four hours daily on housework, and men less than two; in Leningrad, two thirds of working women complain of fatigue; and in France and Japan, women work three times as long as men on household chores.

The search for a solution lies "perhaps in three directions," suggests the ILO. "First, as one of the prerequisites of sexual equality, a more equal and equitable sharing of the burden of housework and the care of children between men and women. Second, a greater rationalization and mechanization of housework so that men and women would have more leisure. Third, the shifting of a large part of housework outside the individual family."

Women in less developed countries share many of the general difficulties facing women workers elsewhere, and have others of their own. "Drudgery in

the fields is combined with household drudgery, compounded by the lack or inadequacy of water and of cooking facilities and the absence of child-care services. Women's total working hours are excessively long and irregular. Their activity is most frequently unremunerative and unrewarding."

In an effort to change the attitudes that help sustain this servitude, and to speed the progressive trend recently noted in many countries, the June Conference will consider a draft ILO action plan that would commit member States to take specific measures to promote equality. This means integrating women in the workforce, giving them equal access to vocational guidance and training, and making necessary changes in laws and practices—along with "measures to ensure the inclusion of women in equitable numbers in delegations to the International Labour Conference."

Aviation Service Problems

The problems facing the one million men and women who run the world's civil aviation services were recently examined at an ILO conference in Geneva. The eight-day meeting was called to advise the International Labour Office on action it should take to deal with the human problems involved in moving people and freight by air. These include security, licence renewal, irregular hours and rapid movement from one time zone to another.

Worker delegates said they were concerned above all with job security in the current economic situation because the fuel crisis and the growth of automation seemed inevitably to lead to a reduction in the number of employees.

The working conditions of air safety service personnel and ground staff as well as of aircrew were considered at the meeting. An ILO report notes that flight-deck crew—pilots, navigators and

flight engineers—have expressed concern about licence renewal and health risks arising from the effects of high-speed high-altitude flight, changes in atmospheric pressure and in time zones. Air traffic controllers, maintenance and overhaul mechanics face similar licence renewal problems.

A spokesman for the controllers noted that air traffic and aircraft speed had increased considerably, creating new tasks for the controller, whose technical equipment was often out of date, thereby putting him under additional stress. Controllers have not yet succeeded in obtaining full recognition of their profession or of their right to bargain collectively on employment conditions.

Air traffic controllers, ground personnel and meteorological staff share the inconvenience of irregular working hours. Ground personnel may be directly exposed to bad weather and to taxiing aircraft. Some undergo considerable strain from the extra work they have to do when flights are postponed or cancelled; operating staff must resolve technical problems while others provide continuous attention to the well-being of passengers.

Civil aviation specialists at the meeting called for study of the social and industrial aspects of hijacking and other aviation security problems affecting the industry. Workers' representatives said they suffered as much as the employers from the serious consequences of hijacking, a problem that should be solved with the help of governments. The employers stressed that they were conscious of the worries of pilots and crews, but they felt the subject was outside the ILO's field of responsibility. The representative of the Scandinavian governments noted that three international meetings had recently been held on hijacking, and that conventions had been agreed upon and opened to ratification. The International Civil Aviation Organization had recommended that states set up

national security organizations, and was continuing to work on the problem.

Delegates made the following recommendations to the ILO Governing Body:

- (1) A *major meeting* to be attended by up to 30 countries should be called to study social and labour problems in the industry, discuss occupational safety and health, and review employment security.
- (2) *Air traffic controllers'* problems should be dealt with at a specialized meeting.
- (3) *International labour standards* should be effectively applied for the benefit of civil aviation workers in all the ILO's 125 member states, particularly ILO standards concerning the protection of trade union rights, the labour-management relations system and the fight against discrimination.
- (4) The ILO should be asked to study the social and industrial aspects of *aviation security*, in co-operation with other international organizations, particularly the Civil Aviation Organization.
- (5) ILO work should continue on the social aspects of *civil liability*. For example, an air traffic controller can be held responsible for the grave consequences of an error, though this may have been caused by fatigue arising from long duty hours. Existing international agreements set a financial limit to the liability of transport workers, but do not cover the employees who run airfields and repair aircraft. The meeting felt that the ILO should look further into ways of easing the problem through labour laws or regulations.
- (6) The meeting suggested that the ILO should include civil aviation in its research into the social policy aspect of *multinational enterprises'* activities.

About 100 government, airline and trade union officials from 17 countries attended the conference, which was chaired by Guy de Merlis, Deputy

Director of the International Labour Affairs branch of the Canada Department of Labour. (photo p.146)

Migrants and Unionism

That migrant workers have a vested interest in joining trade unions in their countries of employment seems obvious enough. The local unions can defend their rights, help to integrate them into the community and protect them against exploitation and discrimination. Yet most migrants shun unions. Why? The ILO lists a number of reasons: Many foreign workers have a limited working contract and are not sure it will be renewed. Others do not want to be identified by the boss as "troublemakers"; or they fear difficulties after returning home, if they come from a country where free association of workers is limited. Still others feel that the unions do not really care about them and only look after the interests of national workers. Above all, practically all migrants have language problems that bar them from genuine participation in trade union as well as social life in the country of employment.

Something must therefore be done to help migrants overcome these obstacles and win them over for trade union action. For example, adequate instruction and training—particularly literacy and language training—would go a long way toward enabling them to develop their abilities to the full and to adapt to a new way of life. The press, radio and television in countries where the trade movement has access could be effective instruments for training and informing foreign workers. Moreover, there should be more contacts, exchanges and co-operation between all trade union organizations and educational institutions. Methods and teaching aids for workers' education of migrants could be improved.

Women Workers in the EEC

1975 is International Women's Year,

and the European Economic Community will make its own contribution by passing a directive guaranteeing an end to sex discrimination in pay, job opportunities and working conditions.

The principle of equal pay was enshrined in the Treaty of Rome, but 18 years later it remains little more than a myth in EEC countries, although all have worked towards it. When it comes to job opportunities and working conditions, there is usually not even the pretence of equality.

According to a recent report in *The Economist*, German sociologist Helge Pross, after interviewing 7,000 working women in the original six EEC countries, concluded that throughout the community women are markedly less paid, do far more menial jobs, have less responsibility, and have to put up with far less pleasant working conditions than men.

Surprisingly, very large differences emerged in Pross' study between the way individual EEC countries treat their women workers. In Italy, women on the average get paid less than half as much as in France and Germany, and most of them work long hours in factories in rather unpleasant conditions. Holland is at the other end of the extreme: pay is not too far behind that of men, most women work in service industries involving little or no physical labour, hours are shorter than in other countries and there is plenty of part-time work available. Even so, Holland is the EEC country with the lowest proportion of female workers.

The other EEC countries fall somewhere between these two extremes. Luxembourg is similar to Holland; Belgium has a higher proportion of working women who on the whole are well paid. German women workers, too, enjoy good pay and working conditions, but they lag behind men. France emerges as the

most egalitarian of the six. French working women get much the same pay as men for the same kind of job, as well as the same fringe benefits; they tend to be well educated and hold a much higher proportion of responsible and well-paid jobs than in other community countries.

A study carried out by the European Commission revealed widespread and persisting discrimination resulting from the way in which jobs are classified. This was most evident in two new member countries, Britain and Ireland, where many wage agreements specify separate pay rates for men and women. In Britain's case the Equal Pay Act, now gradually being brought into force, will have to take full effect by 1976. After that date it will be illegal for British employers to discriminate between men and women in their pay scales. In the third new member country, Denmark, employed women seem to be in a better position as a result of trade union bargaining over the years rather than because of the enforcement of a specific piece of legislation. In Luxembourg and Germany, the equal pay principle is invariably enshrined in all collective bargaining agreements.

Despite current EEC efforts to end discrimination, equal pay in the community won't come overnight. One reason is that every EEC member is frightened of the inflationary pressure on wages that any swift implementation of equal pay would have. A second reason is that the matter is not now considered very urgent because the number of working women in the community has diminished in recent years. There is a tendency for girls to stay at school or college longer, plus a drop in the marrying age.

Women currently make up over 35 per cent of the community's labour force—26 per cent in Ireland and Holland, 27 per cent in Italy and Luxembourg, 34 per cent in Belgium, 36 per cent in West Germany and

Britain, 37 per cent in France and 41 per cent in Denmark. Most working women in Europe are single.

New AFL-CIO Department

In recognition of the increasing numbers and strength of public service employees in the U.S., the AFL-CIO recently established a Public Employee Department. The new body, which represents some 2.1 million workers, hopes to bring union organization to the remaining 13.5 million American workers in the public sector. W. Howard McClennan of the International Brotherhood of Firefighters was elected first president of the new grouping of public service unions.

If the AFL-CIO's new department can overcome internal differences and mount a more aggressive drive on organizing and bargaining, "the turbulence that once characterized industrial unionism could shift to public employment in the years ahead," commented *Business Week*.

"The new grouping is made up of unions with differing attitudes toward strikes and with a background of jurisdictional conflicts," the magazine stated. "Because of continuing conflicts and personal hostilities, one public union leader described creation of the department as 'building walls around a wrestling arena.' But most observers feel the department can be effective."

The first priority of the department is national legislation to give public employees collective bargaining rights. "Passage of some sort of legislation is likely in the new Congress," notes *Business Week*, "although a stiff fight can be expected. The U.S. Chamber of Commerce and other business groups oppose a national bargaining law."

U.S. Workers Pay Levels

Adjusted for increased living costs, the

median weekly earnings of all full-time workers in the U.S. advanced only from \$110 to 116—5.5 per cent—in the seven years prior to May 1974, reports the U.S. Labor Department. When translated into constant dollars, the median earnings of men and women over 25 show increases of nearly 14 per cent between May 1967 and May 1974. But for young workers aged 16 to 25, there was hardly any increase over the seven-year period.

The finding emerges from Bureau of Labor Statistics data obtained annually from the Current Population Survey, a monthly survey of some 50,000 households. The survey also revealed that the earning gap between men and women remained constant during the seven years, with the median weekly earnings of full-time female workers equalling 61 per cent of the median for men.

In other areas, the survey showed that the earnings gap between white and black workers has narrowed but the median for whites is still \$9 a week higher. The survey also found that currently unemployed persons had generally been earning less in their most recent jobs than workers of the same age and sex who were still employed—bearing out the contention that rising unemployment always hits the lowest paid workers first.

Truck Driver Safety

The reflexes of the skilled truck driver are the guarantee of his safety and of the safety of those who are on the roads with him.

On a long-distance haul, these reflexes may have been dulled by too long a period of uninterrupted driving—or, cumulatively, by too little rest over a week or a month. Too many non-driving duties, such as loading and unloading, filling out forms, getting through customs, guarding the cargo, could have caused fatigue. Bad weather and a tight schedule may

combine with other factors to produce physical overstrain.

The result could be injury to the driver, and to others who share the world's roadways with him.

These are some of the conditions that make road transport one of the most taxing of the sedentary jobs. It also is one of the most difficult to set standards for, in the experience of the ILO.

A first attempt was made in 1939, with the adoption by the International Labour Conference of Convention (No.67) on Hours of Work and Rest Periods (Road Transport).

It defines hours of work and the various elements of which the working period is composed. It sets limits for weekly and daily work, use of overtime, duration of uninterrupted driving, duration of daily and weekly rest.

The broad scope of the Convention, the sheer size of the industry and its highly different conditions in various countries, made ratification extremely difficult. To date there have been only four.

A fresh start at regulation was made in the meeting at the ILO, in Geneva October 21-30, of 18 experts from the field of road transport.

An ILO report prepared for the meeting points up the pressing need for international standards, due in part to the tremendous growth of the trucking industry over the past 20 years.

According to the report, the world stock of service vehicles nearly trebled from 1953 to 1971, increasing from 18 million to 51 million units. Today, the road transport industry is one of the largest employers. The ILO report estimates that about 55 million persons are involved directly with road transport, more or less full time. It

was against this background that the experts called for the adoption of a new and more widely acceptable Convention to improve working conditions, safety and health of professional drivers.

This would be supplemented by a Recommendation containing further provisions concerning such social aspects as weekly hours of work and overtime, and covering also other crew members.

Increased road safety should be a major objective of the new standards, the experts stressed.

—Reprinted from *ILO Information*

Radiation Protection

World interest in nuclear power is rising rapidly and more and more countries see the atom as the only alternative to oil, coal and other thermal sources. As a result, the demand for uranium is expected to reach some 60,000 metric tons by 1980 and this figure will almost double by 1985, the chief of the ILO's Occupational Safety and Health Branch, Dr. Ernest Mastromatteo, told a recent symposium held in Bordeaux, France.

All major producers of uranium were represented at the three-day meeting, organized by the ILO and the French Atomic Energy Commission, to discuss ways of protecting workers from uranium and thorium radiation. Also collaborating in the meeting were the World Health Organization (WHO) and the International Atomic Energy Agency (IAEA).

Despite the progress made in recent years in radiation protection, the death toll among uranium miners and millers remains alarming. This was clearly shown in the paper presented jointly at the meeting by Dr. J. Muller and Dr. W.C. Wheeler, of Canada. The two researchers have matched a list of 8,649 past and present Ontario

uranium miners against the province's death certificates from 1955 to 1972. Out of 368 deaths recorded in the group, 116 were due to malignant tumors or lung cancer caused by radiation.

Miners and millers of uranium and thorium face exposure to radon, a radioactive gas given off by the metal ores. Radon diffuses into the working environment where it decays into radioisotopes of polonium, bismuth and lead. Called radon daughters, these radioisotopes attach themselves to dust particles and, when inhaled, may cause slow death by cancer.

New breakthroughs in technical prevention were reported by an American scientist, Dr Aurel Goodwin. Among the latest protective devices are: improved instant working level meters to analyse radiation hazards in the working environment; miniature digital alpha counters for miners and millers; new types of dosimeters for continuous recording of individual exposure; instruments for measuring radiation hazards given off directly by mine surfaces.

All these devices have passed the laboratory stage and are now being put to practical use.

As regards medical precaution, a Soviet specialist, Dr. L. Elovskaja, stressed the need for comprehensive preventive and therapeutic measures. These should include: obligatory medical examination at the time of hiring, checkups every six months, preventive therapeutic treatment twice a year, and safety and health education of workers faced with radiation hazards.

As more and more nuclear plants go into operation, technical and medical defences against the invisible danger should be strengthened, the experts concluded.

What makes the problem even more ominous is the insidious nature of

ionizing radiation. It works like a time bomb, taking as long as 25 years to explode.

To help defuse it, the trend is now to move away from what might be called the case-by-case approach on plant level and toward the promotion of internationally accepted criteria that could be used globally.

The ILO-IAEA code on *Radiation Protection in the Mining and Milling of Radioactive Ores* was among the first steps in that direction. Another one was the adoption of ILO Convention No. 115 concerning the protection of workers against ionizing radiations. The Convention has so far been ratified by 29 countries.

Early in 1975, the ILO will hold a tripartite meeting on mines other than coal mines which will also discuss safety and health problems in uranium mining.

—Reprinted from *ILO Information*.

Middle-aged misfits

"Life begins at forty" may be a sugar-coated birthday greeting but for ageing workers the reality of growing old is often a bitter pill to swallow. The lot of the middle-aged misfit: too young to be pensioned, too old to get a job is what really begins for many after two score years—increasingly so during the current period of economic difficulty facing the world.

Refusal to hire workers over 40 was the second most prevalent form of violation of anti-discrimination legislation registered by the US Department of Labor in 1972 and the most frequent in 1973, according to a preliminary study published by the ILO in Geneva.

In western Europe it appears to be current practice to refuse to employ manual workers over 50 and white-collar workers over 40, especially in small enterprises. Manual labourers

are usually hit first and hardest. Specialization, high professional skills and adaptability to constant change are perhaps the best insurance for survival on today's increasingly competitive employment circuit.

The size of the problem is gigantic: the world population of those aged 40 and over now totals 1,010 million and may reach 1,740 million by the year 2000.

The over-45 age group constitutes one third of the workforce in industrialized countries. In Europe, North America, the USSR, Japan and Oceania, this segment of population will swell by almost four million annually during the next five years.

As long as those over 40 are employed, they generally do not have greater difficulties than other workers, but once they lose their jobs they risk being unemployed for a long time.

In Belgium, France, the Federal Republic of Germany, Greece, Italy and Sweden, the average period between jobs for workers over 45 is at present four times longer than for workers under twenty.

In the United States, workers over 45 made up 20 per cent of the total unemployed in January 1973. In Canada, long-term joblessness accounts for 37.4 per cent of all unemployment among workers over 45, as against 25 per cent in the 25 to 45 age category.

The chance of finding a job diminishes gradually up to the age of 50, but after that the difficulty accelerates sharply, the study reports. The unemployment rate for ageing women has long been somewhat higher than for men. This gap has been widening recently, in good times as well as bad.

The ILO has opened a probe of age bias on the job since older workers evidently need special protection,

particularly today when the spectre of economic recession is haunting the world.

Why do people above a certain age find it difficult to get work?

First, because of blatant discrimination, the clearest sign of which is the openly-fixed age limit for a job. Widespread in the civil and public service in many countries, this age bias does not help eliminate discriminatory prejudices in the private sector.

Another sign of age bias is the help wanted advertisement. Announcements using such phrases as "recent college graduate" or "junior executive" and similar terms imply that applicants aged forty and over will not be considered.

Discrimination in pay, promotion and other terms of employment is commonplace. Some senior employees already in the enterprise often regard the recruitment of older workers as threats to their own jobs and chances for promotion.

Second, many job difficulties grow out of false impressions about the older person's adaptability to change. This tends to breed prejudice that is not easily eradicated, no matter how unfounded it may often be.

Third, since the middle-aged persons began their working careers many years ago, inevitably their education and training are products of another era in a fast-changing technological world. And not only have their tools of trade become outdated in many cases, but often there are no opportunities for them to refresh their skills and keep abreast of change.

Finally, as people grow older they become physically weaker and this may impair their working capacity for hard and strenuous occupations. On the other hand, the "over forty" have developed a number of qualities which

offset this handicap, among them devotion to work, dexterity, stability in employment and greater safety-mindedness.

Several countries have already taken steps to redress the balance in favour of their older citizens, the ILO study notes.

France, for example, has banned the age bias in help wanted advertisements and several other countries are preparing legislation to this effect. Penalties are provided under the U.S. and Costa Rican laws against age discrimination. Colombian and Japanese employers are required by law to employ quotas of older workers, varying according to the total number of their employees.

Other measures seek to increase the period of notice given to older workers. In Sweden, the length of dismissal notice increases after 45. In Belgium, the period is calculated on the basis of the worker's length of service in the enterprise. Socialist countries report that workers get security of employment until they are eligible for retirement pensions.

"Discrimination based on age makes no more sense than discrimination based on sex," says Claude Rossillion, chief of the ILO's discrimination section. "People should be judged objectively on the merit of their real capabilities and not on preconceived ideas. Moreover, in an era of technological revolution and of expanding health and educational facilities, the question of age in relation to work becomes of less and less importance.

"Today," he adds, "there are numerous ways of ensuring that people of all ages are given equal opportunities of employment. We are looking into the possibility of adopting further international standards to help end age bias in employment."

—Reprinted from *ILO Information*

Feedback

Responses to Labour Peace Commission Proposal

Prince Edward Island

This is in response to your request for a reaction to the proposal submitted by Mr. Ed Finn for the establishment of a "Labour Peace Commission" (LG, Nov., p.767).

I would like to commend Mr. Finn for his efforts in attempting to devise some method by which labour strife would be alleviated or lessened. It is certain that we can not stand idly by and permit strikes, lockouts, slowdowns, or any other of the many ways in which the public can be inconvenienced.

It is a certainty that an imposed settlement by any third party is not as satisfactory as one which can be reached by the two major components to a labour agreement.

Reviewing some of the history of labour agreements, I find that a variety of methods has been tried, such as voluntary arbitration, mediation arbitration, mediation commissions and a host of others. These have been

referred to as "gimmicks"; which prompts me to pose a question: Is this proposal just creating another gimmick?

I suggest that all factual information pertaining to the items submitted for bargaining purposes could and should be made available to both parties. I would extend that information to include the rank-and-file members of the unions. After all, they are the ones who are going to benefit from, or suffer from, the final result in the settlements. This factual material, statistics and data being provided to both sides, if used honestly and fairly, would be all that is necessary for the conclusion of a collective agreement.

If the proposal for a Labour Peace Commission were to be implemented, I must agree with Mr. Finn that the composition of such a Commission would be of primary importance. It would be essential that the appointees should be persons above reproach by and respected by labour and management.

No government is anxious to be placed in a position where it would have to enact back to work legislation, but I reiterate that the rank-and-file membership must be an informed membership in order for them to make a reasonable judgment on the efforts of their negotiators. Management, also, has a responsibility to make realistic offers to its

workforce, made with a sincere desire toward maintaining labour peace.

I harbour one fear in the proposal to establish a Labour Peace Commission; if cases were referred to it in any great numbers, it might possibly be identified as a government wage control board.

Thank you for the opportunity of reacting to Mr. Finn's proposal and I express the hope that others will be giving some thought to ways and means by which we might lessen the strife between labour and management which we so often see.

George R. Henderson,
Minister of Labour.

Manitoba

In response to your letter with attached copy of an article by Ed Finn published in the November issue of *The Labour Gazette*, I would make the following comments.

Mr. Finn's proposal for establishing in each of the provinces and at the federal level what he calls a labour peace commission is most interesting and worth careful study. It should not be dismissed out of hand. I do not feel, however, that I could endorse Mr. Finn's proposition in whole or even in part. It does, I think, present a worthwhile analysis of some of the problems in attempting to

accommodate to the public sector a system of collective bargaining mainly intended for application to the private sector.

The Manitoba Labour-Management Review Committee, chaired by Professor H. D. Woods and composed of twelve representatives from the management community and twelve representatives from the labour movement, have recently published a report on "Public Sector Employee-Employer Relations in Manitoba." I am forwarding, under separate cover, a copy of this report, along with a summary of it, as well as some background information on the committee. You may find this of interest in connection with Mr. Finn's article.

I can see a great deal of merit in a properly constituted national Industrial Relations Commission and perhaps also similar provincial or regional commissions to look into industrial relations problems with a view to improvements in our legislative and administrative machinery.

I would not be in favour at the moment, however, of clothing such commissions with the kind of authority which Mr. Finn's article appears to envisage, which to me is tantamount to compulsory arbitration.

A. R. Paulley,
Minister of Labour.

Canada Minister of Labour

I want to thank you for the probing and thoughtful article published in the November issue of *The Labour Gazette* which presented your views on an alternative approach to labour-management bargaining in the Public Service. My officials and I welcome your letter as an imaginative proposal for limiting confrontation. There is no doubt that you have offered considerable material for public discussion and debate.

Your proposal for a Public Service "Peace Commission" comes at a time when my Department is preparing to celebrate its 75th Anniversary in the Federal Government.

As part of this celebration, we are reviewing the whole process of collective bargaining. As you are aware, collective bargaining is a fundamental freedom of employers and employees in Canada, and we will be looking at a variety of suggestions aimed at making the process work even better in the future. It is proposed that, as part of the on-going dynamic framework within which the review will take place, we should set up a national Labour Relations Council. I have no preconceived notion as to the agenda for such a council, except the broad objective of bringing together dedicated people in government, management and labour to seek solutions to the complex problems of perception and practice in labour-management relations. It is in this context that I find your proposal for a peace commission most helpful.

It is true that I once said last year, as you quoted me, "It's a hell of a year to be Minister of Labour." After all, we did experience record levels of man-days lost through work stoppages. But, I could also have added, "Labour's the most challenging job in Government." I am convinced that the major job confronting all Canadians in the remainder of this century is to devise the ways and means for arriving at a fair distribution of national income. Given the fact that Canada can continue to be a highly productive economy in the aggregate, finding the formula for a fair share is the essential ingredient for achieving what Prime Minister Trudeau has called the just and compassionate society.

In going over your piece in the *Gazette*, I find I am substantially in agreement with your analysis of the many problems besetting labour-management relations, at least in the federal jurisdiction. I do not think there

are many who will argue with you that inflation is severely straining the process of bargaining, that trade unions are becoming more militant, and—you might have added—that management is becoming increasingly critical of the "power" and bargaining tactics of trade unions.

But I find I would prefer to place a different emphasis than you do on the consequences of the adversary system as it prevails in Canadian labour-management relations. Given the employer-employee relationship in the public service, or the management-union relationship in the private sector, it is inevitable that collective bargaining will be based, to a greater or lesser degree, on the adversary system. I would go a step further and suggest that public employees have demonstrated in the last five to ten years that they prefer to be part of the adversary system. Employees in the federal, provincial and municipal public services had previously come under a master-servant relationship or had utilized associations which enjoyed little or no bargaining authority. More recently, they have moved decisively in the direction of the trade union movement. I think the critical factor here has been the public employees' determination to have a greater voice and vote in their affairs—and this required the rejection of the authoritarian role of the employer, the repudiation of the company unions, and a growing distaste for decision-making by third parties.

The point I want to make is that the adversary system is going to have to be with us for some time; what we have to examine is how to minimize its negative aspects to the greatest extent possible.

We can do this in a number of ways. First, we have to foster a greater respect by the parties for each other. Management will have to recognize unions as legitimate partners in the enterprise, and unions will have to

accept the essential role of management. Second, the parties should work toward the establishment of an on-going relationship based on co-operation and avoidance of confrontation. Third, the parties should agree on a common source of economic data. This would eliminate much of the shadow-boxing and argumentation which pit the parties against each other and undermine the goodwill that is essential to the day-to-day relationship. Your own suggestions in this regard make good sense. Finally, I believe the parties would benefit by entering into an on-going tripartite relationship which would require the parties to develop a co-operative approach to bargaining and avoid confrontation tactics, and

which would involve government only to facilitate solutions to problems. I do not see government as a meddler looking over the shoulder of management and labour, but as an active participant in developing and extending a constructive and co-operative attitude and a favourable climate.

Government, including my Department, can materially assist the parties in a number of ways. We can be expected to review the legislation and keep the rules for bargaining and the work place relevant to changing needs. We could extend the services of our industry specialists so as to encourage a dynamic, on-going co-operative relationship. We must

encourage the parties to be responsible to the public interest as well as responsive to their particular interest.

This is a brief reply which does not do justice to your serious and detailed proposal. I believe your proposal will be debated at great length in the months ahead and, with other proposals, will assist us in moving in the direction of finding new solutions to labour-management problems within the collective bargaining system.

John Munro,
Minister of Labour

C&A STAFF CONFERENCE

Regional officers of the Department of Labour's Conciliation and Arbitration Branch came to Ottawa in January to attend a C&A staff conference encompassing a two-day course in transactional analysis and a series of wide-ranging discussions.

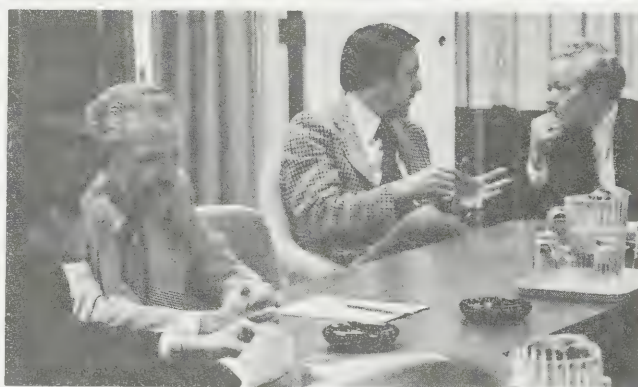
Regular staff conferences comprising courses, workshops and seminars, keep the regional officers abreast of the latest industrial relations trends and techniques. Such meetings also give conciliation and mediation staff an opportunity to discuss the issues and problems that they encounter in the course of their work and to benefit from the knowledge and experience of their colleagues.

To deal with various technical aspects of labour-management problems, the department's conciliation and mediation team receives support from other branches of the department.

Among the topics discussed at the January meeting was the relevance and application of data on collective bargaining gathered by the Department's Economics and Research Branch.

E & R is expanding and strengthening its support to regional officers of the Conciliation and Arbitration Branch by providing useful, up-to-date information on national and regional trends in collective bargaining. E & R surveys now cover collective agreements in all industries employing 200 or more workers, compared with 500 or more workers previously. Data are gathered on such contract characteristics as overtime, shift premiums, cost-of-living clauses, vacations, training or retraining provisions, relocation allowances, layoff notice, wage or employment guarantees and sickness benefits.

The Department's computerized data system provides information on collective agreements in all industries except construction. Information can be about the types of settlements in specific industries or about the economic impact of different types of settlement. For example, data could be obtained on the percentage of companies in a certain industry that have negotiated COLA provisions, the percentage with each type of COLA clause, and the economic impact of COLA clauses on the industry.



Left to right: M. McDermott, Asst. Director, C & A Branch; W.P. Kelly, Asst. Deputy Minister, Industrial Relations; T.M. Eberlee, Deputy Minister; A.R. Gibbons, Director, C & A Branch.

Regional conciliation officers pointed out the importance of delineating the various applications of COLA clauses. For example, field staff need to compare the number of uncapped COLA clauses coupled with small percentage increases in basic pay and the number of COLA clauses coupled with large percentage increases. Such information indicates the kind of wage drift that may result.

At present E & R has 2,565 current collective agreements on tape, covering more than two million unionized employees throughout Canada. The computerized data is updated monthly. Data can be retrieved based upon combinations of criteria, and therefore a variety of reports can be produced. For example, data can be selected primarily on the basis of identification of the agreements. The identification codes that can be used for retrieval include industry, region, jurisdiction, union, occupational group and number of employees. Data selected can be based upon provisions of working conditions (hours of work, holidays etc.) set out in the agreements, or a package of working conditions can be established and listings obtained only for those agree-

ments that meet the criteria of the package. There are problems, however, in gathering information about largely unorganized industries characterized by large numbers of new certifications. (eg. radio.)

Because the regional conciliation officers must rely on up-to-date information, the Department keeps them regularly informed via telex or telephone of such things as the most recent CPI figures, the latest COLA clauses and so on.

The Conciliation and Arbitration Branch is planning to bring the chiefs of the regional offices to Ottawa to study the practical applications of the wealth of research material available. The branch is also encouraging more feedback from the regional officers, particularly feedback regarding the usefulness and relevance of the material sent out by headquarters. It was agreed that staff should be rotated between headquarters and the regional offices so that each would become more aware of the needs, problems and modus operandi of the other.

Canada's 1975 Bargaining Prospects

MOST EXPLOSIVE YEAR OF NEGOTIATIONS EVER

by **CLAYTON SINCLAIR**

It seems like ages ago. Yet the so-called "Pearson formula" that provided 1,200 St. Lawrence Seaway employees with 30 per cent more pay over two years dates only to 1966.

Recalling the speed with which times have changed may put Canada's 1975 bargaining prospects into some perspective. Labour and management have just entered their heaviest year of negotiations ever. It also promises to be the most explosive.

The 15 per cent annual pay increases Mr. Pearson's Cabinet out of desperation decreed for the seaway workers were a sensation in their day. But they have now become an average for all major bargaining units in Canada.

With inflation still out of control, the prospect of a 20 per cent average annual wage increase early this year is almost irresistible. Gains of this size may not be easy for workers in some industries to secure. They nevertheless will be sought, and only the spectre of rising unemployment is apt to sway union bargainers from engaging in a second successive year of record strike

activity to back their demands.

All this, admittedly, is a grim picture. Facts, however, do not cease to exist when ignored. Patently, the economy of many sectors continues strong.

Eyebrows were raised in January when 4,000-odd employees of Toronto's Abitibi Paper Co. Ltd. rejected 25 per cent more money over 12 months. But just as stunning was the fact that the company prepared the offer without even bothering to consult beforehand with its unions. The undeniable implication was that this sort of payroll increase could, fairly easily, be handled.

Iron Ore Co. of Canada Ltd. workers in northern Québec and Labrador were not quite as audacious as Abitibi's employees. Their straight wage demands, compounded over three years, have just been set at 54 per cent, with 37 per cent wanted in the first year.

The Iron Ore Co.—United Steelworkers of America negotiations are no ordinary tussle. Whatever eventually is agreed on there will indicate what the nickel and basic

steel industries in Sudbury, Hamilton and Sault Ste. Marie will have to come up with for a settlement.

In 1972, the 2,700-member IOCO workforce struck for three months before accepting annual basic wage increases worth 16 per cent, 3.4 per cent and 3.2 per cent. It is interesting that International Nickel Co. of Canada Ltd. produced an identical settlement in terms of percentages and that basic steel settled later that year along similar lines.

Consider Three Facts

Anyone seeking a rationale for what might seem to be high wage demands in a year that is expected to end with unemployment running at 7 per cent or more need only consider three facts: the number of bargaining sessions due in 1975, the major unions and industries involved, and inflation.

The first point is the least important. Union negotiators during galloping inflation in 1974 went to the bargaining table with only 600,000-odd workers, or 40 per cent of those under major contracts (500 workers or more). They left, albeit after a record number of strikes, with pay increases averaging 14.2 per cent.

The second and third points contain the real prospects for 1975. More than 1,200,000 employees, or 72 per cent of all those covered by major contracts, will be bargaining. Construction, basic steel, mining, textiles, the retail trades, pulp and paper, the railways and the public service are their sectors.

Active First Half

Most of the action will be in the first half of the year. Certainly in the private sector, the outstanding negotiations should wind up with the basic steel industry round in August. By then, the pattern for those who follow will have been set. At this stage, not even the usually fractious railway negotiations, due in the last quarter, hold the same terror for negotiators. Last year's settlement for the railwaymen, which included a fat cost of living agreement, removed much of the tension generally associated with that round.

In the early months of 1975, however, with many workers then not having been to the bargaining table in three years, neither hell nor high water is apt to divert negotiators. Their main goals will be catch-up pay gains, improved pensions, in some cases cost of living allowances and, in the public sector at least, some new bargaining freedoms.

"The potential for strikes," says Dr. Arthur Kruger, of the

University of Toronto's Department of Political Science, "is very, very strong. Workers do not really give much of a damn about backlash. They may see what is happening to employment in the United States and be concerned, but they are more concerned about the price of hamburger at home."

Dr. Kruger's ability to sense the mood of labour has not been open to too much criticism in recent years. Prior to 1974, his prediction of a 12 per cent level of average pay increases for major bargaining unit members seemed high. As it turned out, the rate was 14.2 per cent.

The Ontario Department of Labour's view of the 1975 bargaining climate also is clearer-cut than most government statements tend to be: "It will be surrounded by an economy dominated by rapidly increasing prices. A continuing high rate of inflation is predicted and workers' efforts to cope with that will be...significant...in the size of settlements that will be sought."

Public Service Bargaining

Public service bargaining may, in spite of the current concern about individual industry economies, overshadow events in the private sector.

Ontario's 21.7 per cent wage settlement in December for 20,000 "operating" employees of the Government should remind Canadians that public service groups today constitute the largest labour bargaining force in the country. They also are far from being structured along lines that suit everyone. Jurisdictional problems exist over provincial workers, post office employees are only just taking a run at a new bargaining relationship with their employers and practically out of nowhere last year came new groups of hospital employees. The wage gains eventually made by the last organizations threw some provincial budgets far out of line with what had been expected. They also created the basis for new demands by other groups of provincial employees.

This year, of 1,200,000 workers due to negotiate major contracts, 519,000, or two out of every five, will deal directly with federal, provincial or municipal governments. Counting teachers, hospital workers and the employees of crown institutions such as Canadian National Railways and the Canadian Broadcasting Corporation, government will have a stake in agreements affecting 817,000 Canadians or two out of three seeking new contracts during 1975. This information is not spelled out in any government publication. But it can be pieced together from data in Labour Canada's 1975 calendar of expiring major collective agreements.

Federal Service Leads

The Federal Government will lead all jurisdictions in the volume of direct public service bargaining during 1975. There, 95,020 employees will come to the bargaining table, apart from groups in the postal service, the crown corporations, crown agencies and the St. Lawrence Seaway Authority.

Ontario will follow, with 57,000 seeking new wage agreements and groups totalling 52,000 due for fringe benefit reviews. Québec has direct negotiations with 35,000 in the government administration sector (albeit another 200,000 are spread among teacher, hospital and other groups). Alberta faces 19,000 public servants; Manitoba 14,400. Saskatchewan will deal with 9,000 public service workers and the four Atlantic provinces will face about 20,000 between them. Montreal, Toronto, Edmonton and a number of other major cities will be negotiating with their local workers. On top of that will be Air Canada crews, longshoremen employed by shipping arms of the Government, the operating and non-operating Canadian National Railways workers and large groups of hydro and other utility workers employed by the provinces.

The rationale Ontario government negotiators used for granting their "operating" employees a 21.7 per cent wage increase was that private sector pay for the heavy equipment operators, hospital workers and others in the category had risen extraordinarily during the previous 18 months. The same disparity, they said, had not occurred between private and public pay levels for, say, clerical workers. Thus, the reasoning went, comparable wage increases would not be in order for many other government employees.

No Reluctance to Strike

Canadian unions over the last 15 months however, have demonstrated no reluctance in striking to meet demands they consider equitable. In 1974, for example, 1,216 work stoppages resulted in 9,255,120 lost man-days. The worst the country had ever recorded in a previous year was 724 stoppages during 1973 and 7,800,000 lost man-days in 1972—the year of the massive strike by Quebec government employees, teachers and hospital workers.

Rising militancy in many government unions during 1975 could result in walkouts, regardless of their legality, in support of pay or collective bargaining demands. Labour is in just that sort of mood.

Two court rulings, one in Québec, the other in Ontario, will encourage many employees to press their cases by the use of wildcat strikes.

Mr. Justice Jules Deschenes, of the Québec Superior Court, refused a Québec government request for an injunction that would have sent several hundred Montreal Transit Commission mechanics back to work. He contended that injunctions have been abused for years by governments; and the courts, where the power lies to grant them, should no longer be called on to resolve labour disputes. That, he said, is primarily a responsibility of the governments themselves. Late in December, Mr. Justice John Osler of the Ontario Supreme Court threw out a similar bid by the Windsor Board of Education in a case involving teachers.

These rulings will make it difficult for governments to stand pat with existing rules, particularly for public service bargaining.

The relative resiliency of the Canadian economy, notably since August 1971, when the United States imposed its tough economic controls, has been remarked on many times by foreign observers.

An important U.S. publication early this year summed up one point by saying "The steady pressures (by Canadian workers) for wage and other contract terms that equal—or even exceed—those in the U.S. could complicate (1975) bargaining." It perhaps was speaking of something other than wage demands: U.S. workers in the present year seem broadly to ask for a maximum of about 12 per cent.

Management Concerned

What has happened to Canadian wages since August 1971 quite understandably has management concerned. Walter Lawson, President of the Canadian Manufacturers' Association, has expressed worry about the growing success of Canadian unions in their ancient drive for wage parity with Americans. "Lower labour costs," he says, "have helped to compensate in some measure for the enormous advantage that the U.S. domestic market, 10 times the size of ours, gives U.S. manufacturers."

Wage Parity

Wage parity, however, became a fact for Canadian manufacturing workers during 1974. Their average hourly wage in July was \$4.43, or one cent more than their U.S. colleagues were earning. Construction wages in Canada, at \$6.62 an hour in September, were still 5.9 per cent below the average American level, but Canadian miners are the best paid in the world. In September, their average, \$5.73, was 7.2 per cent above the comparable rate in the U.S.

Canadians continue to speak of productivity rising faster here than in the U.S. Available statistics early this year tended not to bear them out. The basis for Canadian and

American calculations vary but total output per man-hour in Canada in 1972 rose by 3.7 per cent (and by 4.0 per cent in the U.S.). Manufacturing productivity, on the same basis, was up 4.4 per cent that year in Canada (but up 6.2 per cent in the U.S.). Both countries fell far short of these performances in 1974. Private economy productivity in the U.S. fell 2.7 per cent on the year. Comparable Canadian figures will not be ready for a year; but measured on a raw, per-worker basis that does not consider the number of hours worked, productivity here rose by 0.3 per cent over the first nine months. Both the U.S. and Canadian figures embrace farm and non-farm workers.

Canadian workers have gathered together some significant "fringe" benefits over the last few years.

Cost of living allowances cannot be lumped into this category. But they were contained in 25 per cent of all major contracts by mid year compared with only 7 per cent in 1971. Growth undoubtedly will be up substantially by the time Labour Canada issues its next report.

Dental care packages also are becoming more common. On December 31, 1973, insurers reported 973 group contracts, most of them union-negotiated. The following day, the number in force totalled 1,710—a rise of 76 per cent. At that time, 623,000 Canadians were covered, or 22 per cent more than in 1973. The figures did not include auto industry workers whose plan started only last September.

Layoffs Create Concern

The wave of layoffs that struck Canadian industry at the beginning of 1975 created some concern among economists that the year-end unemployment forecast of 7.4 per cent by the Conference Board in Canada may be reached before then. Joe Morris, president of the Canadian

Labour Congress, expects it to reach 7 per cent by December or January. But Wood-Gundy Ltd., the Toronto investment dealer, believes it will be 7.3 per cent before this summer. Employment this year is expected by the Conference Board in Canada to rise by only 101,000, which would be only 27 per cent of last year's increase of 378,000 jobs. But the country will be called on in 1975 to cope with a smaller increase in the labour force. Forecasts late in 1974 were that only 2.7 per cent more workers would enter the job market this year, compared with 4.2 per cent more during 1974.

Total personal income is expected to rise by about 14 per cent in 1975 compared with 17 per cent during 1974. But disposable income should rise by 16 per cent, as it did during 1974, this time because of indexing and other tax measures.

All this is probably cold comfort to economists in the Canadian Labour Congress. "Since the beginning of 1973, the purchasing power of the average worker's income had reduced by 4 per cent and organized labour has fared only marginally better."

The CLC says bluntly that "the view that inflation is caused by the excessive demands of over-powerful unions is simply fatuous." Moreover, Joe Morris, its president, while saying that labour will co-operate to the extent it can to remedy the country's economic problems, warns that workers in 1975 will be bargaining for everything they can get.

Looking back at the 1966 seaway settlement served its purpose. Like George Herman Ruth's 60 home runs in the 1927 baseball season, it may be impossible ever to forget it, but it no longer is the benchmark it once was. Most parties would agree that wages and bargaining today are a whole new ball game.

Clayton Sinclair is Toronto Editor of the *Financial Times of Canada*.

A NON-ECONOMIST'S GUIDE TO LABOUR PRODUCTIVITY

by **FREDERICK STAPENHURST**

Changes in productivity are being increasingly recognized as a major influence on a wide range of economic goals, including more rapid growth, higher standards of living, improvements in the balance of payments, inflation control, and even more leisure. If economic indicators were classified on the basis of the interest they arouse in most people, however, items such as unemployment and inflation would be at the top of the list, and productivity would probably be at the very bottom.

There is considerable confusion in discussions of the importance of productivity, mainly because of lack of agreement on the definition of productivity. All too often, the person who is speaking will adopt his own definition. Ask workers what productivity means, for example, and nine out of ten will say that it means management squeezing more work out of the employee, a "speed-up" in production, or the elimination of jobs. The information scientist will claim that it means better and faster communications, better reporting mechanisms and more information. Industrial engineers will declare that it means better utilization of capital and the employment of more efficient technology, while sociologists talk in terms of motivation and behavior.

All of these definitions are correct in various degrees but, for the purpose of this article, productivity will be considered in a strict economic sense. To the economist, productivity refers to the relationships of output to the labour, materials and machines (factor inputs) that are used to make the goods and services we consume.

A disturbing aspect of Canada's economic performance in recent years has been the declining rate of improvement in productivity. Whereas in 1971 labour productivity increased by 3.3 per cent, in 1972 the rate was 2.0 per cent and in 1973, only 1.6 per cent. Not only does this performance compare badly with the Economic Council's target rate of 4.0 per cent, but it looks particularly gloomy when compared with international productivity rates. Between 1966 and 1973, manufacturing output per man-hour in Canada rose by 3.3 per cent compared with 3.8 per cent in the U.S., 4.6 per cent in Britain, 7.2 per cent in France, 6.2 per cent in Germany and an astronomical 12.7 per cent in Japan.

The productivity growth rate changes from year to year and even from quarter to quarter. Influences on productivity growth can be classified as either short-term or long-term. Short- and long-term forces are at work simultaneously, but the short-term influences are so powerful they can easily overwhelm long-term forces.

Generally, labour productivity declines during an economic recession and increases during an economic boom. In times of a recession, employment usually declines, but not as much as production. Some workers may lose their jobs, but many skilled individuals, who would be difficult to replace were they laid off, are retained even when they are not needed for current production. Consequently, output declines more than the man-hours worked, causing productivity to decline. Partially offsetting this decline is the general tendency of employers to release less efficient

workers first and to rehire them last; thus, when employment declines, the general quality of the workforce increases. Furthermore, the productivity decline is offset somewhat by the shortening of the average workweek, which causes workers to be less fatigued and thus work more efficiently.

During a period of economic growth, on the other hand, output grows more rapidly than employment and man-hours are spread over many more units of output, causing average productivity to increase with rising output. Acting to offset these productivity gains, to some extent, is the hiring of new workers who may be relatively inefficient and the lengthening of the workweek, which increases worker fatigue.

Whereas short-term changes in productivity are generally caused by fluctuations in output and employment, long-term changes in productivity are affected by more basic factors such as the quality and quantity of equipment available, the quality of the labour force and the efficiency with which factor inputs are combined.

During the postwar period, about 60 per cent of Canadian economic growth has come from more factor inputs and about 40 per cent from increased productivity. This is the reverse from the situation in Western Europe, where the relative importance of more inputs of labour and capital was 40 per cent and a more efficient use of resources accounted for 60 per cent of growth. As Table 1 indicates, it was the sheer increase of the labour force that was the major factor contributing to growth in the 1950s and 60s. (More precisely, as a result of the postwar baby boom and immigration boom, employment growth contributed 32 per cent to the Canadian economic growth rate between 1950 and 1962, and 46 per cent in the more recent period 1962-67.) New investment outlays in Canada provided about the same contribution to growth as in the U.S. or Europe. Even though the Canadian labour force has been increasing rapidly recently, and even though a strong world demand for raw materials and energy will increase investment needs, it is likely that the quantitative aspect of factor inputs will contribute less in the future to overall growth than in the past. Qualitative aspects of the labour force and of capital equipment together with market opportunities will be more important in the achievement of high economic growth rates.

Some valuable information is obtained on the past economic performance of the Canadian economy when the gross contribution of labour is excluded from the growth components. As Table 2 indicates, labour productivity has greatly benefited from a rise in the average level of education. In the late 1960s as much as 20 per cent of the growth in net national income per person can be attributed to that factor. However, because part of this

increase in the education content of the labour force resulted from the immigration boom, and since the average level of education as a whole is likely to grow less rapidly in the future, education cannot be expected to contribute as much to growth and labour productivity in the future as in the past.

Average labour productivity has been slowed down by two factors which although socially desirable and potentially conducive to economic welfare, have nevertheless erased the production gains derived from the raise in the average education content of the labour force. First, Canadian workers have chosen to conserve part of their productivity gains by increasing their demand for leisure and reducing their average working period. The work week has been generally shortened and the expansion of the service sector has allowed easier implementation of part-time employment. Second, with the coming to maturity of the postwar youth population, the labour force is shifting toward a heavier representation of younger, less experienced and less stable workers. Although the associated lower productivity cannot be considered as a permanent feature of the economy, it does indicate a reduction in the rate of increase in the quality of the labour force. The female labour force participation rate has also increased significantly, and many of the women taking jobs, sometimes after several years absence from the labour force, have moved into low-productivity employment. To the extent that this higher participation rate for women is a permanent feature in the structure of the labour force, it is essential that some special policy considerations be given in order to maximize productivity. For example, it is necessary for both firms and governments to recognize the new economic role of women and to implement policies designed to raise their levels of training and education to those of men. Moreover, it may be desirable to encourage more flexibility in work schedules, such as adopting a ten-hour-shift-four-day-week format, or to simply generalize the system of flexible working hours.

In what economists call a perfectly competitive economy, no one is hired unless the amount earned from the sale of his output exceeds the wages paid to him. In such a situation, the money obtained by selling the individual's output ultimately determines his wages. Thus there is a direct link between productivity and wages and salaries.

Wage and salary increases larger than productivity gains result in higher prices. It seems to be this type of wage-push inflation that is plaguing the Canadian economy at the present time. (Since labour costs are the highest portion of production costs, when labour costs increase, and all else remains unchanged, the price of whatever is produced also increases.) For the employees who have received pay increases, the impact of higher prices is cushioned by the rise in pay, but for those who did not

gain an increase, the rise in prices causes a decline in real income because their money buys fewer goods and services.

The ratio of output to factor inputs is a measure of total factor productivity, or the efficiency with which factor inputs are combined. If we were able to measure exactly how much each factor, such as labour, added to total output, it would be possible to calculate the contribution each factor makes to increasing total output; the ratio of total output to a single input is called partial factor productivity. Although exact measurement of partial factor productivity for the economy as a whole is impossible, it is possible to estimate the contribution each factor has made to increasing output. For example, over the years, the amount of capital equipment per worker has increased and this has been a significant source of productivity growth. At the same time, the quality of that capital equipment has improved, and as old machines were removed, more efficient ones took their place. Thus, more machines as well as more efficient ones contributed to productivity growth and helped society produce more goods and services.

According to recent estimates published by the Economic Council of Canada, better utilization of men, materials and machines has caused productivity to increase at an average annual rate of 2.4 per cent during the postwar period. Estimates such as this are made after detailed and time-consuming study in an attempt to measure the precise contribution of each separate factor. To obtain more current productivity estimates, a simple process is used. We simply count the number of man-hours worked and use the total as a proxy for other measures of factor input into the economy. Current estimates of total output are also made on a routine basis, so it is relatively easy to estimate labour productivity by forming the ratio of real output to number of man-hours worked.

It is possible for the real income of employees and society in general to increase even if their nominal income, or actual pay, does not. There are periods when unit labour costs fall because productivity rises faster than wages and salaries. In such a situation, employers have the possibility of charging lower prices for their products or to raise profits. Thus, in a perfectly competitive economy, productivity gains would lower costs, and competition would force goods to be sold at a price equalling the cost of production.

Of course, this situation does not exist in reality. Many, if not most wages and prices are not set in competitive markets. Many workers and employers exercise a degree of monopoly power, and the gains from productivity are not usually distributed by lowering prices. Instead, workers usually try to increase their wages to the full extent of

productivity gains. If they succeed, the result usually shows up in higher costs which employers try to recover by raising prices. If the workers don't succeed, the gains show up mostly in profits. However, if labour and management acted as if a perfectly competitive economy existed, all members of society could benefit. Productivity gains could be used to lower prices rather than raise wages or profits and everyone would be able to buy more goods and services with the same amount of money.

Increased efficiency in the use of resources is the ultimate source of increased output per person and the major source of growth in the economy. The most important resource in our economy is labour, and increases in the quality of labour have been an important source of the increase in labour productivity. Whether or not Canada is able to effectively control inflation, reduce the balance of payments deficit and lessen the amount of labour unrest depends to a large extent on the policies adopted regarding productivity. Productivity gains in the future will tend to result from planned structural changes within each main production sector. For example, a more efficient manufacturing sector is unlikely to develop unless there are sustained incentives to renew investments that will allow an increase in labour productivity. A more productive economy allows society to enjoy an increase in real national income, rather than have different sectors of society attempting to gain larger shares of an unchanging national income and see the supposed gains vanish with inflation.

TABLE 1—Share Contribution of Factor Inputs and Output per Unit of Input to Growth

	Canada 1950– 62	U.S. 1950– 62	N.W. Europe 1950– 62	Canada 1962– 67
	(Percentage Shares)			
National Income (Growth Rates)	100 (4.8%)	100 (3.3%)	100 (4.8%)	100 (6.0%)
Factor Inputs	59	58	36	64
–labour	(32)	(33)	(18)	(46)
–capital	(27)	(25)	(18)	(18)
Output per Unit of Input	41	42	64	36
–improved allocation of resources	(15)	(8)	(15)	(9)
–economies of scale	(13)	(11)	(20)	(13)
–residential sources of growth	(13)	(23)	(29)	(14)

Source: D. Walters, *Canadian Growth Revisited 1950-67*, Economic Council of Canada, Staff Study No. 28, Information Canada, Ottawa 1970, p.38

**TABLE 2—Share Contribution of Factor Inputs and Output
Per Unit of Input to Growth of Net National Income
Per Person Employed**

	Canada 1950– 62	U. S. 1950– 62	N. W. Europe 1950– 62	Canada 1962– 67
	(Percentage Shares)			
Net National Income (Growth rates)	100 (2.8%)	100 (2.2%)	100 (3.8%)	100 (2.6%)
Factor Inputs	26	36	20	16
–hours worked	(–7)	(–8)	(–4)	(–9)
Labour – age-sex- composition	(–4)	(–5)	(1)	(–7)
–education	(10)	(22)	(6)	(20)
–housing	(8)	(10)	(1)	(5)
–foreign invest- ments	(–1)	(2)	(–1)	(–3)
Capital–				
–non-residential structures & equipment	(23)	(13)	(14)	(11)
–inventories	(2)	(3)	(4)	(2)
Output per Unit of Input	73	64	80	84
Decline in agri- culture	(23)	(11)	(12)	(16)
Decline in Self- Employment	(5)	(2)	(4)	(5)
Economies of scale	(23)	(17)	(25)	(30)
Residual sources of growth	(22)	(34)	(39)	(33)

Source: D.Walters, *Op cit.* p.41.

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IT'S TIME FOR UNIONS TO RETHINK OBJECTIVES

by JEAN PELLERIN

Unionism, which had been properly considered to be the bearer of progress within the capitalist system, now threatens to destroy it, and those concerned with this result may very well ponder whether it is not now opportune to revamp it. That is to say, should there be:

1. a departure from now-outdated arguments;
2. a renewal in methods of taking action;
3. a collaboration with the system of unions rather than a conflict with it?

Without reviewing in detail the way unionism approaches and handles matters it must face, unions generally, and particularly in Québec, are running the risk of destroying the progress to which they themselves have so greatly contributed by always blindly favouring the arrival of repressive political organizations.

1. Departure from outdated arguments

Unionism in Québec has shown itself so much engulfed in barren dogmatism and a collection of stereotyped ideas that its spokesmen have lost all credibility. These spokesmen rant and make public spectacles of themselves, but succeed in obtaining applause from only the simple-minded. Their overwhelming simplifications and their craze for reducing everything to a two-sided fairy tale impresses only the primitive.

It is alarming that the "Brains Trust" of Québec unionism, has taken only a few years to fall apart. Only a short time ago its opinions and its analyses were noticed and respected. Today it is completely immersed in hackneyed propaganda, childishly reducing the world to a simplified pair of opponents: good employees against bad employers, the good poor against the bad rich, a bad system (which we now have) against a good system (which they dream of).

This dualism, inherited from the nineteenth century, has long since been folkloric, but the Québec unionists hold on to it dogmatically. Also, they seem oblivious to the fact that hateful capitalism, which long before had been denounced by Marx, has disappeared almost without trace.

Some background

Since its birth, the capitalist society has known many changes. In turn, it successfully withstood the tests of industrialization, unionism and a breaking-up of colonialism.

We know at what rate industrialization gave birth to its great enterprises which, by virtue of their massive power and considerable workforce, succeeded in prodigiously multiplying the rate and volume of production, provoking, at the same time, an acceleration in the rate and volume of consumption. The great enterprise, and it is not

necessary to be cryptic about it, has greatly benefited from the age when raw materials (because of colonialism) and labour (because of the weaknesses of unionism) were cheap and also available in abundance.

The advent of unionism, followed by an acceleration in the breaking-up of colonialism, necessitated a change in the rules of the game. It became much less possible to bank on cheap labour and to obtain raw materials at bargain prices. "Old capitalism" had to cope with criticisms, strikes and all sorts of difficulties, so much so that ultimately it was compelled to adapt itself to the new realities to which it had itself so greatly contributed. It adjusted itself, and we witnessed the birth of a new capitalism, less arrogant, less egocentric and more conscious of its social responsibilities.

In its evolution, capitalism used a number of approaches inspired by socialism and, conversely, socialism, in its evolution, used approaches inspired by capitalism. This evolution appeared as an inevitable consequence of the action taken by businesses and unions and of simple common sense. Therefore, while unionism was growing capitalism strived to control the excesses of its own growth and it seems that unions have grown without noticing the improvement in capitalism. Militants continued to denounce the vices of yesterday's capitalism, but in doing so have shown themselves less able to discern those infinitely more subtle vices found in present-day capitalism. It happens that, without doubt, for those bitten by revolutionary romanticism, yesterday's capitalism presents a target to be constantly hit.

This change in capitalism has largely displaced the traditional Marxist argument so that today many unionists fail to realize that, like Don Quixote, they are fighting windmills. A kind of professional distortion prevents them from seeing the real danger, namely, the fall of a system which they pretend to scorn as they would a tattered garment, being oblivious to the fact that this old garment is more dear to them than they think.

A middle class of workers

At first unionism was truly a union of poor workers, defenceless in the face of an enterprise often arrogant and all-powerful. At that time, one could really speak of poor workmen exploited by wealthy employers lacking a soul. Today many poor workers still exist, but not in the large enterprises or unions, rather in the shapeless mass of unskilled workers who belong to no union. Unionized workers no longer form part of that class known as "poor workers," many of them having paid dearly to leave that class. Most certainly, the unionized workers continue to be a part of the working class, but their skilled and also protected trade, their high wages and standard of living have, thanks to unionism, made of them an elite class of

workers: a formidable and well-entrenched middle class. This selfish and easily offended middle class often shows itself as a whipped dog but it more properly resembles a wolf in sheep's clothing waiting for the opportunity to bite the hand that feeds it. Union leaders never neglect an opportunity to present things in such a manner so as to show union members as being exploited, defenceless and at the mercy of all-powerful businesses and governments. Conforming to the old Marxist precepts, they ardently seek to maintain the war between the classes, but this dodge is seen through too easily and it no longer obtains.

The self-centredness of unionism

Organized by some people for the purpose of disrupting the democratic mechanism, the war between classes not only appears artificial but also is a great hoax. A super-unionism serving the poor class? Nonsense! Becoming big business in its turn, this super-unionism is arrogant and self-centred. It thinks only of its own interests. In Québec, the large unions never stop reiterating that they are fighting for the poor and oppressed workers, but in reality they defend only the often-mean interests of their members. They do not fight for the poor workers; they cause strikes at their expense and to their detriment: strikes to realize infinitely higher wages for them, shorter hours, longer vacations and all kinds of fringe benefits, indexing wages to the cost of living, or even wage parity with unionized workers in other provinces.

This confrontation with unions which we have had to witness in recent years does not exactly leave the impression of a conflict between the poor and unjustly treated on the one hand and the uncompromising rich or an abusive political power on the other. (Nowadays people often complain more of the softness of employers and government.) On the contrary, we get the impression of being spectators in a fight between giants. Two powers seeking to tear each other to pieces and to destroy themselves: an elite working class jealous of an elite body of employers: the maintained set loose against the maintainers. In short, the human workforce is set up against the power of money and in this confrontation of two egoists, it is the strongest that almost always prevails, and the strongest is no longer the business or the government but the union establishment. We have now reached this point. In Québec, as well as in England and some other European countries, social obligations are attacked and breached and the "union machine" begins to disobey the rules of the game and contrives wantonly to derail the wheels of democracy.

Renewal of methods of action

Unionism has indeed succeeded in hurdling the first stage of its existence, but we get the impression that it does not

really know what must constitute the second stage. The methods of action and, in particular, the use of strikes inherited from a gallant era, today seem worn out, so much so that we wonder whether it is not now opportune to consider other methods.

To unionize non-unionized workers

Since its birth, unionism has succeeded in grouping and organizing the cream of workers, that is, those found in the largest numbers in the most important sectors of the labour force and who can be easily grouped together. This "cream" of workers makes contributions, in some cases rather extravagant, to an "inner circle" which forms the power of the movement. Yet, unionized workers represent no more than a small portion of the Québec labour force. There is a large number of non-unionized workers who have a great need of unionism in order to improve their lot but it seems that the appropriate unions are in no hurry to bother with them. How can this lack of interest be explained? Is it thought that these "little unskilled workers" are not worth considering or are perhaps more readily available for hire? Is it that they prefer to use large sums of money for the purposes of ideological propaganda rather than for the creation of an organization of "little workers" for whom they prefer to shed crocodile tears for the amusement of spectators?

If it is agreed, however, that in its first stage unionism principally organized the main trades and services and certain occupations, it stands to reason that the second stage will consist in organizing those workers left out, who also have a right to union services. Future efforts undoubtedly lean this way. If union leaders really want to improve the lot of exploited workers, it is on the part of this large majority of non-unionized workers that their new campaign lies and not on the side of empty mythology or labour agitation no more spontaneous than its mere appearance.

We live in a curious time. As we listen to certain moralists demanding that families bear and raise children, that churches dispense religion and that schools teach, so it is necessary to demand also that unionism organize further rather than play politics or agitate.

Distrust in militants

Unionism certainly has its disposal theorists who are contemplating the work of the future. We get the impression that some of these theorists have succeeded in making one believe that the future of unionism was limited to labour unrest. What a serious mistake to make when one considers that in Canada four fifths of the labour force is yet to be unionized. We also get the impression that some theorists have succeeded in making one believe that

the future of unionism consists in "breaking up the system." This also is an aberration: it is intellectual daydreaming and cannot be serious. There is nothing easier than to place a stick between the spokes of a wheel of a cart. But one must be truly crazy to believe that in so doing the wheel will break and the cart stop.

No imagination is required to provoke sporadic agitation in militant quarters, CEGEP students or social workers. The impression of great uneasiness can easily be given. But resorting to expedients in order to create such impressions reveals the weakness of the cause which requires those on the fringes to assume a role that the masses refuse to play. The masses are not duped. The cause implies that the masses are on its side but this hoax deceives no one. The populace does not side with the rowdy causes of Québec unionism. On the contrary, and as revealed by a recent Gallup poll, this type of unionism exasperates it. A unionism that really desires to provide in the future services worthy of those it had rendered in the past must resist resorting to similar methods and the best means of achieving this goal is to rid itself of those badly motivated persons who constantly return to them. A robust and effective unionism does not need a dogmatism and a collection of intellectual clowns or romantics. As has been said, revolutions are not started only by rattling sabres!

But of all the methods of action worth being thought over, the strike appears to be the most important.

Strike action outdated

Formerly, a strike was a tragic and serious matter. It was the sign of great tension or grave injustice in some areas. All knew that resorting to strike action took place only after eliminating all other means of pressure and after a considered vote of the majority, if not all, of the unionized workers involved. Everyone knew also that the strike had an unswerving, very precise and easily explained objective. A strike was called to assert a right (the right to unionize for example), or to better truly impossible working conditions, or to contest flagrant abuses. The soundness of the cause was almost invariably the force of pressure behind a strike. Also, in those days, it was evident that it was the strike itself that caused leaders to budge. Almost automatically, it attracted the sympathy of a public to which the bad faith of employers and government often appeared evident. Additionally, at that time the collective agreement won following a strike or hard bargaining commanded the admiration of both unionized workers and employers. Both sides considered it unthinkable or unfair to breach it or not to live up to it to the letter until its termination.

Times have changed. Far from being the signal of great tension or grave injustice, the strike today appears to be more and more outdated and lacking in pressure. This no

doubt springs from the fact that it was so much abused in its use over very minor matters. A strike no longer appears as an expression of common resolve but rather as the business of a "Mafia union" which has become proficient in the art of manipulating crowds in circumstances where objectives appear more ideological than practical, more intellectual than catering to the interests of those who are led into a strike. In today's strike there is almost nothing to be seen of an assertion of rights or a correction of injustices. Instead, we see an expression of collective selfishness. A strike is called for some vague principle of wage parity, to have wages indexed to the cost of living, and it is "tough luck" on those who are not unionized! Strikes are called also over some overprotected and well paid employees who no longer wish to work overtime, or over essential services refusing to work on holidays.

As the power of the unions grows, the strike becomes antiquated in the sense that it can no longer settle objectives as convincingly as those it pursued in its heroic era. In addition, it wrongs not only the employer but the democratic institutions, the strikers themselves, other unionized workers, the public at large, and the unions. Strikes no longer attract public sympathy; they do no more than increase irritation so that one can say that the effects of a dispute are henceforth more negative than positive.

Damage brought about by strikes

A strike has always had as its objective the harming of a business in order to obtain certain advantages. However, it is necessary to know how to gauge pressure. Pushed to its hilt, a strike can ruin a business and close it down, a result that is indeed of no use to the strikers. This situation does not often materialize directly although it is appearing consequentially. The phenomenon of recession now emerging is perhaps not altogether due to the escalation in prices determined by the excessive demands for even greater wage increases; but it results largely from such matters.

We know the circle, at the same time logical and vicious; increases in wages lead to increases in prices; increases in prices end up in a reduction in demand (as is the case today in the automobile industry); a reduction in demand (for the automobile) causes massive layoffs at the General Motors and Chrysler plants, pending those that are bound to be produced in the steel industry.

Once more the unions are not solely responsible for the slowing down of the economy but they have no right to ignore their great responsibility with respect to inflation, recession or depression. They are part of the system and on this account are responsible in the same manner as the large corporations for its operation, good or bad. But if a strike nearly always injures private enterprise, it is much

less harmful to the public corporation, which generally can do nothing else but suffer a deficit in the essential services it provides. For example, in calling a strike affecting public transportation, money is lost neither by the authorities nor by the public. On the contrary, a saving occurs by the reduction, for a time, of a deficit. Consequently, a strike does not at all harm the operators of such services. It harms only the users of the service, those who have no means of pressure at their disposal. They can only champ at the bit and warmly curse, not the authorities swamped with demands, but the unions for becoming so selfish. But the misdeeds which unnecessary strikes risk fostering have stretched well beyond strict economic considerations.

Let us acknowledge that uncontrolled or uncontrollable strikes inevitably end up marring democratic institutions in the sense that governments find themselves progressively led into practising almost systematic intervention in such conflicts. Furthermore, it is the unionized workers themselves, and at times even the employers, who solicit this state intervention. If this tendency is maintained, we are rapidly moving toward being controlled by the state: a practice contrary to the spirit of a sound democracy. And then, do not all these appeals to government bear witness to the moral decline of strike action as a means of pressure?

The misdeeds of strike action are felt above all by the strikers themselves and consequently by a great number of workers. Only unionized workers are able to strike. Now it is not unusual for these people to earn \$200 or more a week; in a strike of one month's duration this represents a loss of more than \$800. It is seldom that strikers succeed in obtaining a settlement that compensates for such losses. All those who have experienced a strike have to acknowledge, at least to themselves, that the experience hardly paid off. Certainly when a settlement is reached they claim that they have won. They laugh, but on the wrong side of their face. One has squandered his savings; another, being unable to keep up the payments, has had his car repossessed; and yet another has lost his home. We have heard also of cases of homes' being completely shattered over a strike. Henceforth, strikes represent a loss for those who go on strike or who endure one.

What is to be said now of losses suffered by workers who, even though not on strike, find themselves affected by one that hits hard in a sector touching them? The strike by dock workers made idle thousands of truck drivers. The stoppage of work by structural steel workers paralysed some 50,000 employees in the construction industry in Québec: a strike by truck drivers can cause considerable losses to farmers; a strike by postal workers has crippled many a small business; a strike by common carriers complicates the lives of workers who live far from their place of work. Today one can say that strike action has

become a luxury that unionized workers can hardly afford.

In the days when these workers earned no more than 50¢ an hour, remarked George Meany some time ago, it had been possible to so organize assistance so as to enable workers to sustain a strike without great hardship to themselves. Today a mere two week stoppage of work can cause repossession of a striker's car or foreclosure on his home. Mr. Meany, who, being the President of the AFL-CIO, should know what he's talking about, concludes that strikes are no longer an adequate means of applying pressure. We see evidence affirming that, for strikers, a strike leads to losses infinitely greater than the gains they hope to derive.

The uselessness of strikes

If strikes appear useless, it is without doubt because of the way they were abused as a pressure tactic. Crying wolf so often resulted in a deaf ear and a curse from those who listened.

To prove that a strike is not worth much any more as a means of pressure, one can emphasize the fact that it has greatly hardened resistance in those against whom it is directed (employers, governments or the public), that those who called it must now resort more and more to extreme devices in order to prove their point. The most recent device is violence. Today it is not often that strikes are settled, without violence; and now unlawfulness is being added to violence. Lately an appalling number of strikes have succeeded in extorting settlements from the authorities by openly acting unlawfully, showing that it is no longer the strike that achieves the end, but violence and defiance of the law. People who individually would never dare to break the law feel justified in doing so behind a screen of group anonymity. They defy the law and when that unsettles the government and derails democracy, they feel so strong. It is a sweet but dangerous illusion. We get back to the idea of the stick and the wheel mentioned above. When one feels as strong as or even stronger than the established authority, then defying the law is the simplest thing in the world. But such defiance is not a show of courage, as certain militants would have us believe; they seek to give this strategy the appearance of civil disobedience — that's another piece of trickery.

Civil disobedience, as taught by Thoreau, Tolstoy and Gandhi, is an eminently serious and grave matter; an ultimate weapon to which one may resort in order to check unfair legislation. It has no place where an employer's offer is considered insufficient or where one wishes to breach a collective agreement. It is clear then that civil disobedience presumes the existence of an unfair law, that is, a law imposed without the consent of those

who are required to obey it. Opposition to a law legislated democratically by elected representatives is not civil disobedience, but sheer sedition. Individuals or groups yielding to civil disobedience must accept the sanctions provided for those who refuse to obey the law. This is not the case with the unions. They enjoy defying laws which they do not like without suffering the consequences. At times they achieve their objective. This is a grave infringement of democratic principles; a disorder loaded with consequences. When the strong succeed in defying the law with impunity so that the weak must submit, peace in a society is no longer possible.

No matter which class they belong to, men were intended to live together. Now, living together in a society means accepting the authority given to those elected by a majority, and the laws and agreements voted and concluded democratically. It is what is called a social contract; a consensus which no member of society may depart from. Refuting this principle, or, if you like, this system, is a refusal to live in society; that's absurd!

3. To improve, not to destroy the system

The system which is said to be so bad is better than it is made out to be by its detractors. To reiterate *ad nauseam* that it is rotten is nothing more than a facile cliché, a gratuitous statement that hardly convinces the workers, who primarily preoccupy themselves with their children, better schools for them, necessary income for a certain standard of living, holidays and the little things that make life pleasant, pensions for their old age, etc. To imagine that it is otherwise or that workers can more readily obtain these things in a system other than ours is being naive or blind to the facts.

The best system is that which has contributed most to make society evolve democratically and, no matter what is said, this system remains the one we now have: a system which allows each one to choose for himself as he pleases. It is by virtue of these liberties and rights allowed by the system that it was possible for unions to appear and grow so freely. If they expect to avail themselves of these same rights and liberties to destroy the system that allowed them to become what they are, they will provoke not its downfall but its hardening.

Already we notice the tendency toward intervention. Governments must constantly become involved in the affairs of unionized workers, often at their express request. This is irregular. Moreover, the government must intervene in conflicts involving public services (transportation, hospitals, schools) since in those cases, it is the employer; it is itself that must preside at the negotiating table. Even with due deference to the freedom of movement of its top leaders, the government cannot remain aloof when the

common good is at stake, when violence explodes or the law is defied. To support that which some scornfully call "law and order" is not a hateful task or a regressive step for a government. It is its most fundamental duty, the very reason for its existence.

4. Corrective measures

There must be peace between unions and the system. It is the most logical and desirable course to take. On the one hand, unions are no more than a minority of the whole community and accordingly will never succeed in breaking up the system, especially since for them it would be the worst thing to do. On the other hand, the government will never succeed in bringing unions into line as long as they choose to be unruly. Therefore, is it not time for both sides to lay down their arms? When one cannot fight the adversary of one's choice, the wisest thing to do is to make peace with him.

A system works only as well as those who are parties to it are willing to make it work. Nothing escapes this simple proposition that's as old as the world. Governments cannot impose by force the terms of a social contract, but the unions can make it come about painlessly if they wish to make some small effort to emerge from the revolutionary romanticism in which they have allowed themselves to become bogged down. To co-operate with a system without which nothing could have been accomplished should not, after all, be so difficult, since to relive past revolutions when there are those of the future to be undertaken is a sheer waste of time.

Organizing all the working world—not only that part forming the elite group—from the point of view of building a new city and not of setting up obstacles appears, from all the evidence, to be the task of today's unions. On its part the government must hasten to find, on the one hand, measures to reaffirm the importance of being bound by social obligations accepted by all, and on the other hand

to check the disorder created by the recurrence of excessive strikes. In requiring obedience to the law, including the labour code, governments must have an iron hand in a velvet glove. This code was not conceived so as to prejudice workers, but, on the contrary, to help them. It is necessary to revise the code, not to suppress acquired rights, but to give it more strength by a precise interpretation more capable of curbing certain excesses. There is no need to suppress the right to strike only because it is abused by thoughtless persons, but there is indeed a need to regulate resort to it. We must return to the ethics of yesteryear giving the strike its serious and tragic character and rendering the strike vote more strict and more democratic. It is necessary that this vote be taken by the majority of union members and not only by a majority of those members present at a meeting abruptly called.

The majority of unionized workers are terrified of strikes. They, as well as the non-unionized workers and the authorities, go through them hardly knowing how to protect themselves against them. If the strike vote had been regulated in a stricter manner, there is no doubt that a number of strikes, work stoppages or other study sessions would never have occurred. The government might look also to revising the labour code in such a way as to again give the collective agreement the character of viability which it enjoyed in the past. It could finally establish compulsory arbitration in matters concerning disputes affecting the police, firemen, transportation, health services and education.

If one had to summarize this in one phrase, one could say that governments must help unions to rethink their objectives and their methods of action.

Jean Pellerin is an editorial writer for *La Presse*, Québec. This article appears in the March number of *La Gazette du Travail*.

HUMANIZING THE WORKPLACE

The worldwide trend in big business toward humanizing the workplace may soon make dreary, mind-dulling jobs a thing of the past, according to a report by French Professor Jean Carpentier. His study, published recently in the *International Labour Review*, describes the new organizational techniques designed to make work more pleasant, but warns that their success depends on the co-operation of workers and the general public.

More and more experiments are being carried out every day in the most varied types of undertaking and in many different countries to discover how work can be made more satisfying, Carpentier says.

He points to declining standards, sloppy workmanship, spreading absenteeism, work stoppages and labour disputes as a sure sign that workers, particularly young people, are no longer willing to put up with dull, repetitive jobs. Employers, he explains, have tended to stifle human initiative by concentrating workers in factories run on hierarchical lines. They have fragmented and standardized tasks to simplify recruitment, minimize training, and ensure that workers are interchangeable. In other words—to quote former ILO Director General Wilfred Jenks—they have created too many jobs “fit for an unthinking robot...an insult to the dignity, aspirations and cultural level of 20th century man.”

“Paradoxically, these new aspirations run counter to the technological and economic advances that have made them possible,” Carpentier observes. “And one can see a growing discrepancy between the level of education and vocational training received, and the actual skill requirements for available jobs.”

Industrial nations are now wealthy enough to give some thought to job satisfaction, he maintains. Industries that are taking steps to improve the work environment range from petroleum and electronics to glass and telephones. Carpentier estimates that in 1973, 30,000 workers in France—almost 1 per cent of all semi-skilled workers—were more or less directly involved in the many types of work reorganization being carried out in that country. In 1972, at least 150 Swedish undertakings were conducting experiments; in Norway, trials were underway in at least 40 firms. Among firms experimenting with alternatives to assembly—line production are Renault in France, Fiat and Olivetti in Italy, Philips in the Netherlands, Volvo and Saab in Sweden, and Imperial Chemical Industries (ICI) in Britain.

Workers should feel that they are shaping their own future and even their own products, Carpentier believes. The experiments in work reorganization range from upgrading individual tasks to collective participation in administration and technical management.

Among the techniques employed are *job rotation*, where employees are switched to different tasks every few days or weeks; *job enlargement*, where the scope of the work is widened and an individual or group might be given responsibility for several operations; *job enrichment*, where the employee is made to feel he is involved in a worthwhile total operation; and the *autonomous work group*, a collective form of organization that may use to varying degrees the techniques of rotation, enlargement and enrichment.

Carpentier warns, however, that products may have to be altered and equipment redesigned before onerous or unhealthy repetitive jobs can be eliminated entirely. But while this is often possible—either through total automation of certain processes or rejection of certain types of products or services—it “presupposes a significant change of attitudes and of judgments regarding the utility of such

goods and services,” he says. Moreover, those involved in job-restructuring “will need the support of workers assigned to the new jobs... who will have to make an effort to acquire the necessary training and assume certain responsibilities.”

Carpentier's study does not foresee a return to the artisanal work concept advocated by some people concerned about the increasingly complex industrial system, but the author concludes that humanization does offer a real hope for the future—if it is “total.” He stresses that job reorganization is only one part of the overall task of improving the working environment. It will be most effective when coupled with (1) improvements in the physical conditions of work; tempo, length of work day, heat, dust or gas pollution, shift and night work, and (2) “improvement of the worker's occupational and social status.”

G.S.

JOB TRAINING: SNAGS IN CANADA'S WEST

by ASHLEY FORD

"So you're looking for a job, eh?"

"Yes...but I don't want to do just any old thing. I'd really like to get trained in something."

"Well, there are training courses available; perhaps an apprenticeship would be the best thing for you."

After hearing a conversation like this, one might reasonably assume that the job hunter would indeed find a suitable apprenticeship program and would become a skilled journeyman.

Unhappily, this is not the case in the three western provinces. It just isn't all that simple any more to find an apprenticeship program. British Columbia's training schemes are completely inadequate, and there are other problems with programs in Alberta and Saskatchewan. In spite of all the lively, appealing ads that offer workers the chance to acquire job skills, the current systems are not producing an adequate pool of skilled workers. So the West, rather ironically, finds itself short of manpower when other areas of the continent have high unemployment problems.

The Causes

There are many reasons for this situation, and there is no single pat answer to the problem just as there is no single culprit.

Over the past few years, British Columbia has become a "Mecca" province: workers from other sections of the country and from abroad have drifted over the Rockies

seeking a better way of life. The labour force has grown steadily, but the proportion of skilled workers has not kept pace, and this situation is not likely to change for a considerable time.

The economies of Alberta and Saskatchewan are healthy, mainly because of the great resource boom that has existed over the past 18 months. Jobs are going begging everywhere—and skilled workers are particularly in demand.

Bureaucracy, combined with employers' reticence to become involved in training schemes, appears to be another major problem. Four groups are concerned with job training—management, trade unions, and the provincial and federal governments. There seems to have been a marked lack of vision and co-operation among the four in their efforts to develop apprenticeship and training programs. In the words of Don Lanskill, president of both Forest Industrial Relations and the Pulp and Paper Industrial Relations Bureau—the collective bargaining arms of the B.C. forest industry—"The four groups have so far found it impossible to co-ordinate efforts effectively. The jurisdictional problems between the two senior governments evolve at times into downright antagonism."

It is a sad commentary on the whole industrial strategy of B.C. that, out of a workforce of more than a million, just over 1 per cent are involved in apprenticeship or job training programs. In spite of a falling-off in the B.C. economy, mechanics, welders, machinists, and skilled miners are still in strong demand.

And the picture is the same in Alberta. With the province's economy booming, the Alberta Federation of Labour fears major labour shortages, especially if the tar sands

development goes ahead and the rest of the economy keeps bubbling along.

Eugene Mitchell, executive secretary of the Federation, says that the apprenticeship program in his province is basically good. "Generally speaking, we have more apprentices here than anywhere else," says Mitchell. "But there could be shortages. There has been a real advertising program by the apprenticeship branch over the last year to get more people in." At the end of 1973, there were 9,596 apprentices in the province, out of a workforce of about 700,000.

Pushing for Change

One of the leading advocates for a shake-up of the current B.C. system is Vancouver-based Pat O'Neal, vice-president of the Canadian Paperworkers Union. O'Neal, one of the most respected trade union leaders, has been waging a one-man campaign to drastically improve the job training situation. His efforts seem to be bearing fruit: there are signs government and industry leaders are waking up to the fact that something has to be done.

O'Neal prodded the provincial Government early in 1973, and when he got little response, prodded again. Labour Minister William King then announced a government-sponsored conference in manpower and job training: a concrete sign of some interest in the deplorable situation. O'Neal is very critical of industry. He maintains that it has failed "miserably" to promote or encourage apprenticeship or training programs. His complaint is backed up by some pretty heady statistics. There are, says O'Neal, only about 800 apprentices in the whole B.C. forest industry, which employs about 60,000 industrial workers. He compares this to the construction industry, where there are about 700 apprentice carpenters out of a workforce of 8,000. Considering that the forest industry accounts for 50 per cent of the provincial economy, the ramifications of Neal's charges are very disturbing. "There is complacent neglect of such tradesman training by government and industry," he says, "while we have the spectacle of B.C. companies advertising nationally for skilled workers."

O'Neal also reacts heatedly to suggestions that the skill shortages can be met by importing workers from foreign countries: "We have reached a deplorable state of affairs if we must recruit tradesmen from other countries to meet our needs." He maintains that the importation strategy is short-sighted and would deny thousands of young Canadians the opportunity to learn skills and trades.

His suggestion is a unique "assessment" scheme, which could be used to make employers fulfil their training responsibilities. Employers who failed to provide proper apprenticeship training for some reasonable percentage of

their employees would have to pay a special assessment. "This course of action," says O'Neal, "would enable the province to expand and improve its own apprenticeship training programs. It would also," he suggests, "be eminently fair in that only those employers who fail to meet their quota would be assessed."

But is industry totally to blame? The actions of others have also contributed to the problem. Don Lanskail admits that industry has been deficient, but he also points a finger at the trade unions, maintaining that some of their policies aggravate the situation. He feels that one solution might be what he terms "an institutional approach." In Lanskail's view, industry and unions are victims of the fact that there has been no institutional framework available for the co-ordination of training and apprenticeship programs. For want of a better name, he suggests that a B.C. Trades Training Authority be established to take over this function. Its formation, he cautions, would have to be done with a great deal of care.

Enabling legislation from the senior governments would be required, so that the Authority could function meaningfully and effectively. "It would have to be made clear that no government would be supreme—the Authority itself would be supreme."

Lanskail admits that the establishment of such an authority would be difficult: "But the problems are not impossible to overcome: given sincerity of approach they could be solved." He believes that if the Authority were set up, all the current fragmentation could be put "into one hole." Another impediment, in Lanskail's view, is the approach taken by the trade unions. They have various rules, which, he says, are followed too rigidly. He maintains that the emphasis on seniority, for example, prevents younger workers from taking advantage of apprenticeship openings. He cites the case of a 58-year old man who was selected, over several younger applicants, for a three-year training program. "That will leave him only four years of skilled work before retirement. He is clogging up the program."

Another area of employer concern is union insistence that apprentices not be allowed to perform a work function for the first few years. The unions, says Lanskail, are trying to maintain continual pressure on employees to hire more and more workers; if they can keep men idle, they can continue the pressure. Lanskail reiterates his suggestion of an Authority, pointing out that it could cut out these bottlenecks and set up a screening process. "This approach would take the problem out of the labour-management bear pit," he says.

A Union View

Jack Munro, western regional president of the International

Woodworkers of America, debunks Lanskill's seniority argument. "It doesn't hold water. In everything you do there is a transitional period. If you get into a training program, sure there are initially going to be some older workers who would want to join, and what's wrong with that?"

But, says Munro, that sort of situation would be short-lived, and the younger workers would then become involved. He is very blunt about the situation. "The main problem is that employers won't train workers. It's as simple as that." He agrees that apprenticeship training is "in a mess." Munro maintains that "employers, especially in the forest industry, look at everything through a cash register philosophy. They appear to be afraid that if they train the older worker they will only get 20 years of work out of him. It seems that they would rather be short of skilled workers, so they take a chance on training the odd young person, who is much more mobile than an older person, who is established in the community."

Other Contentious Areas

There are many other problems. The most advantageous use of finances is a problem that all sides grumble about. The unions complain that Canada Manpower is not putting its resources to the best use, and the companies moan that they shouldn't have to bear all the financial brunt. It's a never-ending argument that just makes the overall situation even more confused.

One of the most insidious practices is the not-so-gentle art of "poaching." Unscrupulous employers who refuse to involve themselves in training programs are all too ready to poach away newly-qualified skilled workers. Bob Blanchard, third vice-president of the Western Region of the IWA, has been confronted by the poaching menace. He recounts that at one set of negotiations the union told the employers they had to get involved in apprenticeship programs. "We were told that rather than get involved, they would steal from each other," he says.

It's no wonder that the good employer asks himself why he should go to the trouble and expense of training workers if they are going to be spirited away as soon as they have completed their training.

How valuable is a skilled worker? Perhaps a description of what has been going on in the B.C. construction industry would provide a good example.

In mid-1973, the construction unions went on strike for improved wages. After considerable resistance, the contractors finally agreed to a \$2.90-an-hour package increase over two years. They then found themselves paying bonuses of up to \$2.00 an hour over the new rates

to keep workers on the job or entice them away from other firms.

A Changing Scene

The whole spectrum of job training has changed. It used to be that a company could train a man for a particular trade and expect that skill to carry him through until retirement. The employer could reasonably expect also that the employee would stay with the company for the rest of his working life.

The world just doesn't go around like that any more. Today's workforce is mobile and, to a certain extent, governed by a different work ethic. Some also contend that, in this age of technological advancement, one skill may not be enough. A worker may find he has to retrain two or three times during his working life to keep pace with the changing world. An employer, considering all this, may decide that the return is not enough to justify the expense of training.

Financial Questions

It would seem obvious that some sort of financial co-operation on the part of governments, unions and employers would be in order. But that requires better planning and co-ordination. Governments must decide how far the taxpayer should be expected to go in underwriting the training programs of private industry. How, for instance, might training costs be recovered from companies who employ graduates of government-sponsored training programs?

Then there is the matter of pay for trainees. It is a highly contentious issue. Unions don't want to see apprenticeship and training programs used as sources of cheap labour. Nor, presumably, would they like to see a worker go on lower pay while learning new job skills.

Pat O'Neal has deplored the pay rates for trainees, maintaining that with current rates of inflation, apprentices find it impossible to subsist, especially when living away from home.

Once again, the British Columbia Government is showing concern. The Government recently accepted a recommendation from the provincial apprenticeship committee that apprentices' wages be raised. The previous scales, which had not been raised since 1968, provided for an hourly starting rate of not less than 35 per cent of the prevailing rate for the trade in the establishment employing the apprentice. The new scale provides for a minimum rate of not less than 50 per cent of the prevailing trade rate. The apprentice's wages cannot, in any event, be less than the provincial minimum wage rate of \$2.50 an hour.

Labour Minister William King expressed the hope that this new scale would benefit current apprentices and provide an incentive for those who are considering the idea.

In addition, the provincial Government has entered into an agreement with the Federal Government that should increase the availability and improve the quality of skilled manpower. The agreement is designed to provide workers with the opportunity to upgrade their earning power by offering more effective and comprehensive training assistance. Significantly, the agreement implicitly recognizes that manpower training programs can be fully effective only with close consultation and co-operation.

The B.C. Government has established a Manpower Needs Committee to assess the current and anticipated needs of the province. The Federal Government made \$18.3 million available in the 1973-74 fiscal year for the purchase of institutional training, including apprenticeships, and for the payment of administrative costs incurred by the province in support of industrial training. The Government has also pledged that the basic amount allotted for future years will not dip below that \$18.3 million figure.

Some see the gearing-up of apprenticeship programs as a simple way of redressing the skilled labour imbalance. But, says one Canada Manpower economist, it takes a long period of shortages to convince employers that they must train their own workers.

Others have suggested that along with expanded training programs should come a streamlining of the criteria for journeyman status. It is contended that employers demand more training and education than the job really requires, thus barring many from doing skilled work. But suggestions of reducing the training period do not sit well with the unions. Lanskill suggested at the B.C. manpower conference mentioned earlier that some on-the-job training programs could be cut from three years to three weeks. He claimed that because of the lengthy training periods required by unions, many tradesmen are ending up overtrained—"like a doctor hired to do first aid work."

Cy Stairs, president of the British Columbia and Yukon Building Trades Council, termed Lanskill's suggestion "a lot of bloody nonsense." He says that some of the big forest companies don't do their fair share under apprenticeship programs but do their share of yelling for skilled labour.

Legislation

One of the more radical, but still viable suggestions is that government legislation be enacted to force employers to accept their responsibilities in the training area. Harry Penny, director of education for the Amalgamated Construction Association of British Columbia, says that

legislation should be introduced making contractors responsible for training apprentices in all provincially and federally funded construction projects. Speaking at a panel discussion on manpower shortages, Penny noted that similar legislation enacted in California early in 1974 has produced a record number of apprentices.

Other Proposals

Yet another suggestion is a modular certification that would permit workers to become proficient in one specialized area of an operation. But once again, the unions do not seem keen on the idea that a man not be completely trained in a particular trade.

It has also been suggested that the construction industry, in particular, could benefit in the long term from the establishment of Junior Builders Clubs in secondary schools and from colleges that would provide instruction in all aspects of construction education.

To be effective, solutions may have to be undertaken on a broader scale than is now covered by the existing programs in particular companies or industries. If this happens, training programs will probably involve government to a greater degree than at present. Certainly there is an obvious need for much better planning of labour requirements. Governments now generally seem opposed to going outside the area to get skilled workers. And if industry and unions cannot properly provide sufficient numbers of skilled workers, governments may have to do the whole job themselves. Only then will the imbalance be overcome. There are fears that a continuing or worsening imbalance could produce major labour disruptions in the future.

There seems to be no short-term answer to the apprenticeship-training problem. It bodes ill for the future of industrial development in the West. Emphasis cannot be shifted to job-creating secondary industry if there are not enough skilled workers to do the work or enough training programs to teach the skills.

The job of overcoming the confusion and problems of training will not be easy. It will take a comprehensive, co-ordinated approach from all concerned—government, industry, and trade unions. It will also require the best intentions of all concerned.

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LABOUR LEGISLATION in Canada in 1974

Part 1A: General Industrial Relations

by WILLIAM H. LANGFORD

A section of the Statute Law Amendment Act of October 15, 1974 applies to the new Labour Code of British Columbia, described in *The Labour Gazette* for last October (page 726). An amendment to the Alberta Labour Act provides for collective agreements relating to the construction of oil sands plants. The main developments in 1974 in labour relations legislation, dealing with "special groups" such as teachers, public servants and the construction industry, and with "emergency" dispute-settlement situations, will be described in a later article in this series.

Collective Agreements

Under the B.C. Labour Code, each of the parties to a collective agreement were previously required, upon its execution, to file one copy with the Minister. The amendment requires two copies to be filed with the Minister and one copy with the Labour Relations Board.

The powers of an arbitration board to substitute a penalty when an employee has been dismissed, suspended, or otherwise disciplined by an employer for proper cause, and the collective agreement does not contain a specific penalty for the infraction, is now a power of the Labour Relations Board as well.

Certification

Added to the powers that the Board may exercise when, after an inquiry, it has found that unfair labour practices have been committed is that of the imposition of such conditions as it considers necessary or advisable upon the trade union concerned. If the conditions are not substantially fulfilled to the satisfaction of the Board within 12 months from the date of the certification, or within such lesser period of time as the Board may order, the certification is cancelled.

When a representation vote is taken, a "majority" is defined as the majority of the employees in the unit who cast ballots and who vote to elect the trade union as bargaining agent for the employees in the unit.

Jurisdiction of Board

The Board's exclusive policies to determine the extent of its jurisdiction and any fact or question of law necessary to establish its jurisdiction is expanded.

Included now are:

- review of panel decisions;
- determination of appropriate bargaining unit;

- determination of whether or not a person is a member in good standing of a trade union;
- successor rights and obligations;
- arbitration procedures concerning referral to an officer or the board.

Alberta Amendment

A bill amending the Alberta Labour Act came into force on Royal Assent June 6, 1974. A new division is added to the legislation specifically to provide for collective agreements relating to the construction of oil sands plants.

Principal contractor

A principal contractor has the authority to bargain collectively on his own behalf and on behalf of any other employer engaged in the construction of an oil plant in a lease area with any trade union that is the bargaining agent of the principal contractor or any other employer engaged in the construction of an oil plant in a lease area.

The term "principal contractor" means the person, corporation, partnership or group of persons primarily responsible for the construction of an oil sands plant.

Collective agreements

Matters which are bargainable are:

- wages;
- health, welfare and pension benefits; and
- vacation and other holiday benefits.

Existing collective agreements are to remain unaffected during bargaining under the new provisions.

The new provisions apply notwithstanding any existing registration certificate or collective agreement that affects either the principal contractor or other employers.

Conciliation procedures under the Labour Act do not apply where bargaining is carried out under the new provisions.

A collective agreement entered into between the principal contractor and the trade union is binding on: the principal contractor; the other employers on whose behalf the principal contractor bargained (i.e., other employers engaged in the construction of an oil sands plant in a lease area); any other employer who subsequently becomes engaged in the construction of an oil sands plant in the lease area; the trade union representing workers in the lease area and the employees on whose behalf the agreement was signed.

Collective agreements are deemed to remain in force until the completion of the construction project.

Where a collective agreement is entered into under the new provisions, the principal contractor, other employers on whose behalf the principal contractor bargained, subsequent employers engaged in the lease area tar sands plants, the trade union, and the employees on whose behalf the trade union bargained are deemed to be excluded from; any registration certificate and its effects, any other collective agreement and, where applicable, any application for a registration certificate that, but for the new provisions, would have applied to the parties mentioned above.

Suspension of other provisions

The new provisions suspend certain other provisions of the Alberta Labour Act (revocation of certification, termination of a collective agreement, duration of an agreement, terms of an agreement) from application to agreements made under them (i.e., the provisions).

Labour Relations Boards

Amendments to the Prince Edward Island Labour Act and the Labour Relations Act in Newfoundland establish panels of the Labour Relations Board.

In Prince Edward Island, a panel consists of either a chairman and two or more members, or three or more members designated by the chairman of the Board. Two or more panels may proceed with separate matters at the same time. Any matter that is referable to the Board is referable to a panel, which has the power and authority of the Board. Decisions are made on a majority basis.

The legislation to be proclaimed in Newfoundland will empower the Lieutenant-Governor in Council to appoint as many part-time "representative members" of the Board as he considers proper. These members, equally representative of employees and employers in the province, hold office for two years and are deemed to be members of the Board only while serving on a panel of the Board.

A panel consists of the chairman or the vice-chairman if appointed by the chairman, and the two representative members who are representative of employees and employers in the industry or service with which the matter before the panel is concerned. Two or more panels may proceed with separate matters at the same time. The chairman may refer to a panel any matter that is before the Board and to the Board or another panel any matter that is before a panel.

A panel has the power and authority of the Board, its decisions are those of the majority, and it ceases to exist when the chairman decides that the matter it is considering is completed.

In British Columbia, the Labour Relations Board Regulations were amended to include, among other things, an additional holiday in line with the British Columbia Day Act, which laid down the first Monday of August as a legal holiday.

Some of the requirements concerning applications to the Board for hearing complaints on strikes, lockouts, picketing and limitation of production are modified. Previously, the Board could direct the employer to bring the application to the attention of affected employees in some other way in addition to posting notices. Either one or both methods of notification are now acceptable. Further flexibility is added to the application provisions by the Board's being able to permit, at the request of either party or on its own motion, any party to initiate or proceed with an application without fully complying with the regulations.

The Board may notify the parties that formal hearing of the complaint and application will be postponed pending investigation or attempted resolution of the dispute by the Board.

A contesting party is no longer required to set out in a statutory declaration the material facts upon which it relies.

The Board may, without holding a hearing:

- dismiss the complaint;
- postpone making an order until the parties, in accordance with a procedure agreed to by the parties and sanctioned by the Board, have endeavoured to settle the matter in dispute; or
- make such other order or proceed in such other manner as it deems appropriate.

The foregoing article is the first of a two-part report, one of a series of six describing developments in Canadian labour legislation during the year; included is legislation enacted before December 31, 1974. Part B of Labour Relations will cover "special groups". The remaining five reports will deal with: human rights; labour standards; industrial safety; workmen's compensation; and apprenticeship and trademen's qualifications.

(Mr. Langford is a member of the Analysis and Evaluation Division of the Department's Legislative Research Branch).

50 YEARS AGO

A proclamation published in the Canada Gazette of February 28, 1925, declared "that the protection and perpetuation of our forests are vital to the continued industrial welfare and national strength of Canada and to the health, comfort and prosperity of our people. . ." and called for the country-wide observance of "Save the Forest Week." Meeting in Winnipeg, the Labour Women's Social and Economic Conference passed resolutions concerning Canada's immigration policy, old age pensions, and the enactment of some form of unemployment insurance; and a report on farmers' organizations in Canada were among the topics discussed in the March 1925 number of *The Labour Gazette*.

"Save the Forest Week" in Canada

A proclamation was published in the Canada Gazette of February 28, 1925, directing public attention to the immense losses sustained by Canada through forest fires, and requesting observance of the week April 19 - April 25 throughout the country as "Save the Forest Week." The proclamation declared "that the protection and perpetuation of our forests are vital to the continued industrial welfare and national strength of Canada and to the health, comfort and prosperity of our people; that the forest industries in Canada, next to agriculture, constitute the most important source of the national income, and that the prosperity of the country is dependent on a stable supply of raw materials from these industries, which are now threatened with extinction unless the appalling wastage through forest fires can be curtailed . . ." The proclamation

appealed to settlers and others engaged in land clearing, to observe the Dominion and provincial fire laws that had been enacted for their protection as well as for the preservation of the timber resources of Canada. It was further suggested "that loggers, sawmill operators and others interested in timber operations should see that all equipment and appliances designed to prevent the origin or spread of fires shall be overhauled and placed in a state of thorough repair; that such persons should review with care the fire protection requirements of the legislation under which they operate; and that they should see that all employees working under their direction are properly instructed as to the danger of fire."

Labour Women's Social and Economic Conference

The Labour Women's Social and Economic Conference, which met in Winnipeg on February 17, 1925, passed resolutions condemning the immigration policy of Canada, urging the adoption of a scheme of adequate old age pensions, and instructing the executive to appoint a committee to give particular attention to the enforcement of laws governing working conditions of women and girls. Some 45 delegates, representing the Women's Labour League, One Big Union auxiliaries, Forum organizations, and other groups, from points between Fort William, Ont., and Medicine Hat, Alta., attended. Concerning unemployment, a resolution was passed to the effect "that in view of the fact that production and distribution had proved inadequate to properly provide for the working man, it was the duty of the Dominion Government to institute, some form of state unemployment insurance."

Farmers' Organizations in Canada

In the Manitoba Legislature on February 10, 1925, a member of the Legislative Assembly commended the Manitoba Farmers' Union "for making the protection of human life its first consideration by adopting a rule that no farmer make payment on a mortgage or debt by depriving his family of necessities." The Farmers' Union of Canada held its first convention in Saskatoon in 1922. Its aim, among others, was through legislation, to obtain control by the farmers of the main Canadian produce. The preamble to the constitution of the Farmers' Union was similar in its phraseology to that of the One Big Union.

An account of the various farmers' organizations in Canada was given in the Report on "Organization in Industry, Commerce and the Professions in Canada," published yearly by the federal Department of Labour. The report stated that the chief farmers' organization for the purpose of promoting legislation in the interests of farm workers is the Canadian Council of Agriculture with which most of the organizations operating under the name of United Farmers, as well as other important bodies, are in affiliation, giving the council a membership of 150,000. The strongest numerically of the United Farmers was the Ontario association, which reported a membership of 35,000 for 1923. The United Farmers of Alberta was the second strongest of these bodies with 14,790 members in the same year. In 1922 the United Farmers of Nova Scotia, New Brunswick and Prince Edward Island were amalgamated under the title of Maritime United Farmers. After a trial of one year, the plan of amalgamation proved unsatisfactory and the provincial associations reverted to their former status.



PRICES & EMPLOYMENT

Consumer, December

The consumer price index (1961 = 100) rose 1.0 per cent, to 175.8 in December from 174.1 in November. All major components advanced, but an increase of 1.4 per cent in the food index was responsible for more than two fifths of the all-items rise, and an increase of 0.8 per cent for housing contributed a further quarter. The tobacco and alcohol component increased 2.2 per cent, and that for clothing 0.6 per cent. Advances of 0.4 per cent were recorded for both the transportation and the recreation, education and reading indexes. The health and personal care element rose 0.7 per cent. The all-items index was 12.4 per cent higher than in December 1973. The accompanying table, which gives a comparison of the average of the 12 monthly indexes for 1973 with those for 1974, shows an annual average advance of 10.9 per cent.

Food

The food index advance of 1.4 per cent, to 201.6 in December from 198.8 in November, was mainly because of a 1.5 per cent rise in the level of prices of food consumed at home; higher prices for sugar and beef were chiefly responsible for the

increase. Food eaten away from home increased 1.0 per cent. At the beginning of December retail sugar prices were nearly 25 per cent higher than in the previous month, and beef prices, reversing a three-month downward trend, rose 4.2 per cent from their November level. Pork prices showed mixed movements over the month, advancing, on average, 0.9 per cent, in contrast to poultry prices that declined 3.3 per cent. Declines were recorded also for fresh produce; vegetable and fruit prices averaged 5.3 per cent and 3.5 per cent lower than in the previous month. Prices for processed vegetables and fruit continued to rise to levels of 28.6 per cent and 17.6 per cent, respectively, above the December 1973 level. An increase of 1.0 per cent in the dairy products index in the latest month was mainly because of a further increase in fresh milk prices. The cereal and bakery products index rose 1.5 per cent as a result of higher quotations for such items as cookies, cake mixes and breakfast cereals. Margarine prices rose 6 per cent—65 per cent above their level of a year ago. Between December 1973 and December 1974, the total food index increased 17.1 per cent—the price of food consumed at home rising 17.0 per cent and that for food consumed away from home, 17.8 per cent.

Housing

The housing index rose 0.8 per cent, to 173.5 in December from 172.0 in November, and was 10.2 per cent above its level of a year ago. Within the shelter component, home-ownership costs advanced 0.8 per cent and rents 0.3 per cent. The household operation element rose 1.1 per cent, mainly because of higher domestic gas rates in several centres, general price increases for most appliances, and advances in such household supply items as floor wax, food wrap and light bulbs. Furniture prices rose in some centres, and increases were also registered for tableware, floor coverings and linens.

Clothing

The clothing index advanced 0.6 per cent, to 158.2 in December from 157.2 in November, mainly because of increased charges for clothing services that rose, on average, 5.0 per cent, as a result of higher prices for dry cleaning, laundry and shoe repairs. There was an increase of 0.5 per cent in the men's clothing component due to advances in most items surveyed. Increases of 0.3 per cent in the children's wear index and 0.1 per cent in the footwear component were recorded. The women's wear element declined 0.3 per cent, primarily because of sale prices on some items of outer wear, and the piece goods index declined 0.2 per cent. Between December 1973 and December 1974, the clothing index rose 9.2 per cent.

Transportation

The transportation index rose 0.4 per cent, to 157.7 in December from 157.1 in November. This increase was mainly due to higher taxi fares in Montreal and Winnipeg and to increases in the plane and train fare indexes. Motor oil prices rose in several centres, but the average price of gasoline declined for the sixth consecutive month. The transportation index has increased 11.6 per cent since December 1973.

Health and personal care

The health and personal care index rose 0.7 per cent to 178.7 in December from 177.6 in November, mainly because of price increases for most toiletry items in several centres and higher charges for men's haircuts in Vancouver and Victoria. Prescribed and non-prescribed pharmaceuticals also recorded general increases.

Recreation, education and reading

The recreation, education and reading index rose 0.4 per cent, to 166.3 in December from 165.6 in November, mainly because of generally higher prices for toys and games and increased hotel rates in some cities. The home entertainment component was unchanged, as increased prices for television sets, in several cities, were offset by scattered price reductions for stereo combinations and phonograph records. In the last 12 months, the r.e.r. index has advanced 12.1 per cent.

Tobacco and alcohol

The tobacco and alcohol index advanced 2.2 per cent, to 152.0 in December from 148.7 in November, and was 11.0 per cent above its level of a year ago. Most of the increase was due to generally higher cigarette prices and to increases for home-consumed beer in Quebec.

Consumer price movements, reclassified by goods and services, give another view of the incidence of price change. Between November and December, the total goods index advanced 1.0 per cent, with the main impetus coming from non-durable goods, which rose 1.3 per cent—primarily because of higher prices for food, tobacco and alcoholic beverages and health and personal care supplies. The index for durable goods rose 0.6 per cent, mainly because of higher quotations for appliances and furniture. Semi-durable goods advanced 0.3 per cent as a result of higher prices for

men's and children's wear, and for toys and games. A rise of 0.9 per cent was recorded in the services index with the major contributors being the shelter, clothing and transportation elements. In the latest 12 months, the total goods index advanced 13.9 per cent and that for services 9.7 per cent.

565.8; chemical products—0.5 per cent, to 353.3 from 351.6; non-metallic minerals—0.3 per cent, to 353.8 from 352.9; and iron products—0.2 per cent, to 471.5 from 470.4. The textiles group declined 0.9 per cent, to 423.0 from 426.9 and the non-ferrous metals group declined 0.1 per cent, to 423.1 from 423.7.

Month	Consumer Price Indexes for Canada (1961 = 100)		Percentage change between corresponding months in 1973 and 1974
	1973	1974	
Jan.	144.5	157.6	+ 9.1
Feb.	145.3	159.2	+ 9.6
March	145.7	160.8	+ 10.4
April	147.3	161.9	+ 9.9
May	148.4	164.6	+ 10.9
June	149.7	166.7	+ 11.4
July	151.0	168.0	+ 11.3
Aug.	153.0	169.6	+ 10.8
Sept.	153.9	170.6	+ 10.9
Oct.	154.3	172.2	+ 11.6
Nov.	155.5	174.1	+ 12.0
Dec.	156.4	175.8	+ 12.4
Annual Average	150.4	166.8	+ 10.9

Wholesale, November

The general wholesale price index (1935-39 = 100) rose 2.7 per cent in November to 490.9 from the revised October index of 478.1. Six of the eight major groups were higher and two declined. The vegetable products group index rose 8.8 per cent to 570.7 from 524.3 in October, reflecting price increases for sugar and its products, fresh vegetables, tobacco, tea, coffee and cocoa, canned vegetables, grains and milled cereal food. An advance of 1.9 per cent to 506.3 from 496.7 in the animal products group was the result of higher prices for livestock, lard and tallow, and fresh meats. Smaller advances were recorded in wood products—0.8 per cent, to 570.2 from

City consumer, December

Consumer price indexes rose in all regional cities and city combinations in December; increases ranged from 0.4 per cent in Quebec City to 1.2 per cent in Ottawa and Vancouver. Food indexes increased in all cities, with higher quotations for dairy, bakery and cereal products, fats and oils, most beef cuts, processed fruits and vegetables, sugar and restaurant meals. Prices were generally lower for poultry, eggs and fresh produce. Housing components rose in all cities except Halifax, mainly because of increased shelter costs and higher prices for furniture, appliances and household supplies. Clothing indexes advanced in all cities except Quebec City. Prices were generally higher for

children's wear and, in all cities, higher charges were registered for laundry, dry cleaning and shoe repairs. Transportation rose in all cities and city combinations, reflecting increases in train and air fares and higher prices for motor oil. Health and personal care indexes increased in all cities except Thunder Bay as a result of higher prices for pharmaceuticals and personal care supplies. Recreation, education and reading indexes rose in all cities except Vancouver. Prices were generally higher for television sets, toys and games. Tobacco and alcohol indexes rose in all cities because of increased prices for cigarettes, cigarette tobacco and cigars.

Employment

The seasonally adjusted employment level increased by 9,250,000 for the week ended December 14, Statistics Canada reported. The level for women 25 years of age and over increased by 22,000. That for men in the same age group declined by 22,000, and for persons 14-24 years of age, the level decreased by 7,000. Full-time employment for men decreased by 36,000 to 5,635,000, but for women it increased by 28,000 to 2,413,000. There was no change in total part-time employment. Provincially, employment increased in Prince Edward Island by 2,000, Ontario 13,000, Saskatchewan 6,000, Alberta 2,000, and in British Columbia 6,000. It decreased in Newfoundland by 3,000, Nova Scotia 3,000, New Brunswick 9,000, and in Quebec by 11,000. There was no change in the unemployment level in Manitoba.

Unemployment

The seasonally adjusted unemployment level increased by 55,000 to 597,000 in December. The level for persons 14-24 years of age advanced by 30,000 to 306,000, and for persons age 25 years and over it rose by 26,000 to 294,000. The increase in the level for persons 25 years and over was mainly due to an

increase in unemployment among men. Short-term unemployment (three months or less) increased by 38,000; long-term unemployment (four months or more) increased by 12,000. Unemployment advanced in all provinces except Saskatchewan, where there was no change. The largest increase, 29,000, was in Quebec.

Unemployment rates

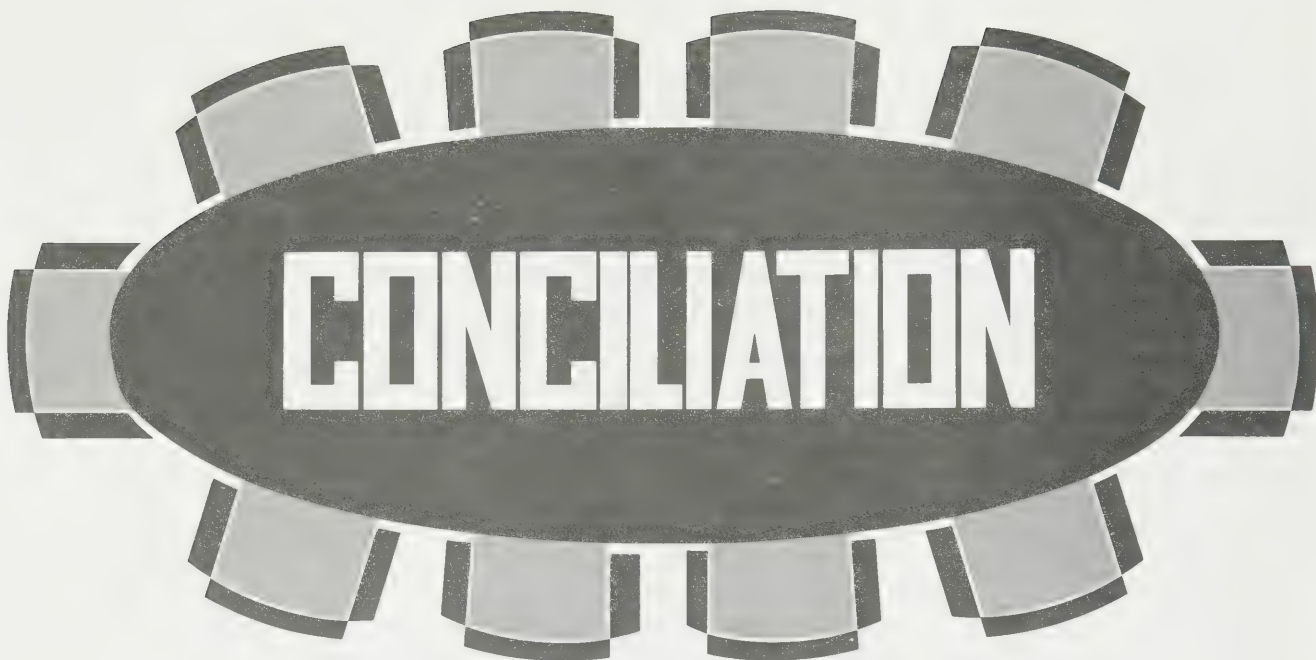
The seasonally adjusted unemployment rate for Canada increased by 0.6 to 6.1 in December—the highest rate since January 1973. For persons age 14-24, the rate increased by 1.0 to 11.1. The rate advanced also for men age 25 and over, 0.5 to 4.5, and for women in that age group, 0.3 to 3.5. The rate increased in all provinces except Saskatchewan, where it decreased 0.1. The increases were Newfoundland 2.0, Nova Scotia 0.4, New Brunswick 1.0, Quebec 1.0, Ontario 0.2, Manitoba 0.3, Alberta 0.9, and British Columbia 0.2.

Participation rates

The seasonally adjusted participation rate for Canada increased by 0.2 to 58.7 in December. The rate increased 0.3 for persons age 14-24, and 0.4 for women 25 years of age and over, but decreased 0.2 for men in that age group. It increased in all provinces except New Brunswick, where it declined 0.9. The largest increases were in Prince Edward Island 1.5, Saskatchewan 0.9, and Alberta 0.6.

Actual data

The labour force in December was estimated at 9,715,000 persons, of whom 9,118,000 were employed and 597,000 were unemployed. The unemployment rate was 6.1 compared with 5.5 last December and the participation rate was 57.9 compared with 57.0 a year ago.



During December the Minister of Labour appointed conciliation officers to deal with the following disputes:

West Coast Stevedoring Companies and International Longshoremen's and Warehousemen's Union, Ship and Dock Foremen Local 514 (Conciliation Officer: D. S. Tysoe).

Algoma Central Railway, Sault Ste. Marie, Ont., and United Transportation Union (T) (Conciliation Officer: M. K. Carson).

Hendrie and Company Limited, Toronto, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: K. Hulse).

REA Express (Canada) Limited, Cooksville, Ont., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station employees (Conciliation Officer: M. K. Carson).

Christensen Canadian Enterprises Limited, North Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: A. A. Franklin).

Pacific Pilotage Authority, Vancouver, B.C., and Canadian Merchant Service Guild, The Fraser Pilots' Association (Conciliation Officer: J. M. Collins).

The Canadian Transit Company, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 880 (Conciliation Officers: H. A. Fisher and H. Bartenbach).

Cannet Freight Cartage Limited, Concord, Ont., and Teamsters Local 419 (representing a unit of employees classified as Lead Hand FT, Dock Workers FT and Dock Workers PT regularly employed for more than 24 hours a week) (Conciliation Officer: H. A. Fisher).

Canadian National Railway Company, Montréal, Qué., and Canadian National Railways Police Association (representing a unit of employees classified as sub-inspector, investigator and special agent) (Conciliation Officer: M. K. Carson).

British Columbia Telephone Company, Vancouver, B.C., and Federation of Telephone Workers of British Columbia (representing employees of Traffic, Plant and Clerical Divisions) (Conciliation officer: D. H. Cameron).

General Aviation Services Ltd., Montréal International Airport, Dorval, Qué., and International Association of Machinists and Aerospace Workers, Local 2300 (Conciliation Officer: M. Archambault).

Greyhound Lines of Canada Ltd., Calgary, Alta., and Amalgamated Transit Union, Division 1374 (representing a unit of drivers, terminal and garage employees) (Conciliation Officer: A. A. Franklin).

MacCosham Van Lines (Saskatchewan) Ltd., Regina, Sask., and Chauffeurs, Teamsters and Helpers, Local 395 (representing a unit of office employees) (Conciliation Officer: A. E. Koppel).

W. C. Norris Ltd., Mississauga, Ont., and Teamsters Local 938 (Conciliation Officer: H. Bartenbach).

Venture Manitoba Tours Limited, Winnipeg, Man., and Canadian Merchant Service Guild (Conciliation Officer: A. E. Koppel).

Edmundston Radio Limited, Edmundston, N.B., and le Syndicat des communications de la République du Madawaska, Section C/JEM (CSN) (Conciliation Officer: S. T. Payne).

Settlements by conciliation officers.

General Aviation Services Ltd., Toronto International Airport and International Association of Machinists and Aerospace Workers, District Lodge 717 (Conciliation Officer: H. A. Fisher) (LG, February).

Canadian Arsenals Limited, St-Paul l'Ermite, Qué., and Public Service Alliance of Canada (Conciliation Officer: M. Archambault) (LG, February).

Nation-Wide Interior Maintenance Co. Ltd., Montréal, Qué., and Building Service Employees' Union, Local 298 QFL (Conciliation Officer: S. T. Payne) (LG, January).

Quebecair, Montréal International Airport, Qué., and International Association of Machinists and Aerospace Workers (representing a unit of maintenance, traffic and operations employees) (Conciliation Officer: G. R. Doucet) (LG, January).

Dallas & Mavis Forwarding Limited, Kelowna, B.C., and Teamsters Local 213 (Conciliation Officers: A. A. Franklin and J. M. Collins) (LG, December 1974).

Disputes in which there was no conciliation action under Canada Labour Code (Part V—Industrial Relations). British Columbia Maritime Employers Association and International Longshoremen's and Warehousemen's Union—Canadian Area.

St-Hyacinthe Express Inc., St-Hyacinthe, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106.

Disputes in which there was no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Royal Canadian Mint, Ottawa, Ont., and Public Service Alliance of Canada (Conciliation Officer: H. Bartenbach) (LG, February).

D.C.B. Industries Ltée, St-Laurent, Qué., Champlain Sept Iles Express Inc., St-Hubert, Qué., and Brazeau Transport Inc., Rouyn, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (Conciliation Officer: S. T. Payne) (LG, February).

Bulk Carriers Limited, Mississauga, Ont., Lou's Transport Limited, Rexdale, Ont., and Tank Truck Transport Limited, Rexdale, Ont., and Teamsters Locals 91, 106, 141, 880, 938 and 990 (Conciliation Officer: T. B. McRae) (LG, February).

West Coast Stevedoring Companies and International Longshoremen's and Warehousemen's Union, Ship and Dock Foremen Local 514 (Conciliation Officer: D. S. Tysoe) (see above).

Disputes settled following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Freshwater Fish Marketing Corporation, Winnipeg, Man., and Public Service Alliance of Canada (LG, February).

Detroit and Canada Tunnel Corporation, Detroit, Mich., and International Union, United Automobile, Aerospace & Agricultural Implement Workers of America, Local 195 (UAW) (LG, January).

Conciliation commissioner appointments. Kootenay Broadcasting Company Limited and E. K. Radio Ltd., Cranbrook, B.C., and Association of Commercial and Technical Employees Local 1705 (CLC) (representing a unit of employees at CJAT/AM and FM, Trail, B.C.) (Conciliation Commissioner: Hugh G. Ladner) (LG, February).

Eastern Telephone and Telegraph Company, Sydney, N.S., and International Brotherhood of Electrical Workers, Local 2096 (Conciliation Commissioner: Lorne O. Clarke, Q.C.) (LG, January).

Maritime Employers Association and International Longshoremen's Association, Locals 375, 1739 and 1846 (representing longshoremen at the Ports of Montréal, Québec City and Trois-Rivières) (Conciliation Commissioner: His Honour Judge Alan B. Gold).

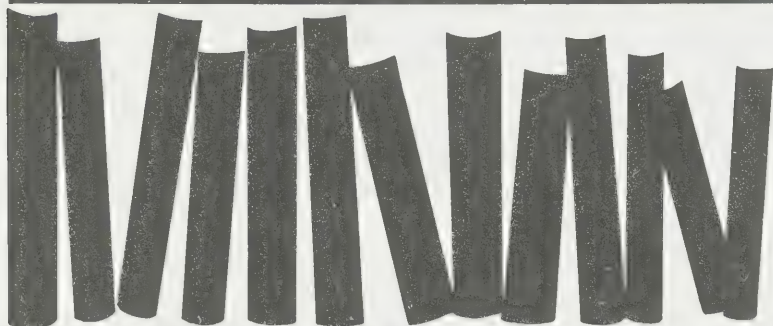
Conciliation commissioner report received. B-Line Express Limited, Calgary, Alta., and General Truck Drivers and Helpers, Local 31, General Teamsters, Local 362 (Conciliation Commissioner: Hugh G. Ladner) (LG, January).

Settlement reached at conciliation commissioner stage. B-Line Express Limited, Calgary, Alta., and General Truck Drivers and Helpers, Local 31, General Teamsters, Local 362 (see above).

Dispute settled in post-conciliation commissioner negotiations. Central Mortgage and Housing Corporation, Ottawa, Ont., and Public Service Alliance of Canada (representing a unit of service employees) (LG, February).

Appointment of mediators under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Bulk Carriers Limited, Mississauga, Ont., Lou's Transport Limited, Rexdale, Ont., and Tank Truck Transport Limited, Rexdale, Ont., and Teamsters Locals 91, 106, 141, 880, 938 and 990 (Mediator: T. B. McRae) (see above).

Settlement reached by mediators under Sec. 195, Canada Labour Code (Part V—Industrial Relations). CHLT Radio Sherbrooke Ltée, CHLT Tele-7 Ltée and CKTS Radio Sherbrooke Ltée, Sherbrooke, Qué., and National Association of Broadcast Employees and Technicians (Mediators: C. E. Poirier and M. Archambault) (LG, February).



Additions to the Library

LIST NO. 311

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. When requesting loans, please indicate the publication numeral and the month listed.

ALCOHOLISM

1. U.S. Congress. House. Committee on Government Operations. Occupational alcoholism programs. Hearings, Ninety-third Congress, second session, April 24 and 25, 1974. Washington GPO, 1974. 271p.

ARBITRATION, INDUSTRIAL

2. Feller, David E. The impetus to contract arbitration in the private area. Berkeley, 1973. p.79-101. (California. University. Institute of Industrial Relations. Reprint no.367)

AUTOMATION—LABOUR ASPECTS

3. Australia. Department of Labour and Immigration National survey of the employment effects of technological change: Stage five. Melbourne, 1974. 81p.

BIOGRAPHIES

4. Smith, Irving Norman. The Journal men: P.D. Ross, E. Norman Smith and Grattan O'Leary of the

Ottawa Journal: three great Canadian newspapermen and the tradition they created. Toronto, McClelland and Stewart, c1974. 191p.

CIVIL RIGHTS

5. Pious, Richard M., comp. Civil rights and liberties in the 1970s, edited by Richard M. Pious. 1st ed. New York, Random House, 1973. 243p.

6. U.S. Congress. House. Committee on Foreign Affairs. Subcommittee on International Organizations and Movements. International protection of human rights; the work of international organizations and the role of U.S. foreign policy. Hearings, Ninety-third Congress, first session. Washington, G.P.O., 1974. 987p.

COLLECTIVE AGREEMENTS

7. Canada. Department of Labour. Collective Bargaining Division. Provisions in major collective agreements covering employees in Canadian manufacturing industries, 1974. Ottawa, 1974, 100p. Titre en français: Dispositions de grandes conventions collectives concernant les employés dans l'industrie manufacturière au Canada, 1974.

8. International Labour Organization. Basic agreements and joint statements on labour-management relations. Geneva, International Labour Office, 1971. 240p.

COLLECTIVE BARGAINING

9. Derber, Milton. Collective public employee relations abroad: some foreign answers to American questions. Chicago, Public Personnel Association, 1971. 37p.

10. Journal of the College and University Personnel Association. Issue on collective bargaining. v.25, no.2, April 1974. Washington, College and University Personnel Association, 1974. 106p.

11. Kelly, Laurence Alexander. Inflation and collective bargaining, by L.A. Kelly and P. Kumar. Kingston, Ont., Industrial Relations Centre, Queen's University, 1974. 20p.

CORPORATIONS—FINANCE

12. Bonds, William P. Corporate bankruptcy in Japan, 1965-1974. Tokyo, Sophia University, 1974. 36p.

13. Canada. Department of Consumer and Corporate Affairs. Detailed background papers for the Canada business corporations bill. Ottawa, 1974. 40, 43p. English and French.

ECONOMIC CONDITIONS

14. American Federation of Labor and Congress of Industrial Organizations. Executive Council. Statements adopted by the AFL-CIO Executive Council, Washington, D.C., November 7, 1974. Washington, 1974. 14p.

ECONOMIC HISTORY

15. Floud, Roderick, comp. Essays in quantitative economic history, edited, for the Economic History Society, and with an introduction by Roderick Floud. Oxford, Clarendon Press, 1974. 250p.

ECONOMIC POLICY

16. Richmond, D.R. The economic transformation of Ontario. Toronto, Ontario Economic Council, 1974. 56p.

ECONOMICS

17. Shackle, George Lennox Sharman. Keynesian kaleidics; the evolution of a general political economy. Edinburgh, Edinburgh University Press; Chicago, Aldine Pub. Co., 1974. 92p.

EMPLOYEES' BENEFIT PLANS

18. U.S. Civil Service Commission. Retirement, life insurance, and health benefit programs, December 1973; benefit comparisons and cost projections. Washington, G.P.O., 1974. 127p.

EMPLOYEES' HANDBOOKS

19. Marks, Winifred. Preparing an employee handbook. London, Institute of Personnel Management, 1972. 53p.

EMPLOYEES' REPRESENTATION IN MANAGEMENT

20. International Conference on Participation and Self-Management. 1st Dubrovnik, Yugoslavia, 1972. Reports. Zagreb, Institute for Social Research, University of Zagreb, 1972-1973. 6v.

ENERGY

21. Canadian Petroleum Association. Canada's energy future. Prepared by Canadian Petroleum

Association and Independent Petroleum Association of Canada. Calgary, 1974. 24p.

22. International Union, United Automobile, Aerospace and Agricultural Implement Workers of America. A national energy program; proposals for constructive reform, presented by UAW president Leonard Woodcock on behalf of the International Executive Board, February 15, 1974, Detroit, 1974. 36p.

GRIEVANCE PROCEDURES

23. National Association of Social Workers. Manual for adjudication of grievances. Washington, 1973. 4pts.

HEALTH, PUBLIC

24. Science Council of Canada. Science for health services. Ottawa, Information Canada, 1974. 140p.

HUMAN RIGHTS

25. Canada. Department of Labour. Legislative Research Branch. Developments in the enactment and administration of human rights statutes in Canada (April 1, 1974). Ottawa, 1974. 107p.

INCENTIVE PLANS

26. Schwab, Donald Peter. The motivational impact of a compensation system on employee performance, by Donald P. Schwab and Lee D. Dyer. Madison, 1973. p.215-225. (Wisconsin University. I.R.R.I. Reprint series, no.175)

INCOME

27. Bell, Winifred. Public policy and income distribution, by Winifred Bell, Robert Lekachman and Alvin L. Schorr. New York, Center for Studies in Income Maintenance Policy, New York University, School of Social Work, 1974. 47p.

28. Smith, James P. Family decisionmaking over the life cycle: some implications for estimating the effects of income maintenance programs. Prepared for the Economic Development Administration and the Office of Economic Opportunity. Santa Monica, Bank Corporation, 1973. 62p.

INDUSTRY—LOCATION

29. Québec (Province). Ministère de l'industrie et du commerce. Direction de l'infrastructure industrielle. Parcs et zones industriels du Québec. Industrial parks and zones of Québec. Québec, 1974. 1 folder.

INVESTMENTS, FOREIGN

30. Locke, Mary. Liberalization and foreign investment: the case of Japan. Tokyo, Sophia University, 1974. 21p.

31. Webley, Simon. Foreign direct investment in the United States: opportunities and impediments. London, British—North American Committee, 1974. 51p.

LABOUR ECONOMICS

32. Helfgott, Roy B. Labour economics. 1st ed. New York, Random House, 1974. 522p.

33. Kreps, Juanita Morris. Contemporary labor economics: issues, analysis, and policies, by Juanita M. Kreps, Gerald G. Somers and Richard Perlman. Belmont, Cal., Wadsworth Pub. Co., 1974. 553p.

LABOUR HISTORY

34. Fraser, W. Hamish. Trade unions and society; the struggle for acceptance, 1850-1880. London, Allen & Unwin, 1974. 292p.

35. Garlock, Jonathan Ezra. A structural analysis of the Knights of Labor: a prolegomenon to the history of the producing classes. Ann Arbor, Mich., University Microfilms, 1974. 435p.

LABOUR LAWS AND LEGISLATION

36. Sweden. Ministry of Labour. New labour laws: security of employment; the status of shop stewards; industrial litigation. Stockholm, 1974. 32p.

LABOUR POLICY

37. Meeting of Experts on Labour Administration, Geneva, 1973. Report. Geneva, International Labour Office, 1974. 27p.

LABOUR UNIONS

38. Moran, Michael. The Union of Post Office Workers; a study in political sociology. London, Macmillan, 1974. 184p.

MANAGEMENT

39. Rosenberg, Seymour L. Self-analysis of your organization. New York, AMACOM, 1974. 193p.

MARKETING

40. Great Britain. Price Commission. The marketing of eggs. London, H.M.S.O., 1974. 25p.

MINIMUM WAGE

41. Welch, Finis. Minimum wage legislation in the United States. Santa Monica, Cal., Rand Corporation, 1973. 48p.

OCCUPATIONS

42. Cherry, Mike. On high steel; the education of an ironworker. New York, Quadrangle, 1974. 206p.

43. Youth Services Network of Metropolitan Toronto. So you want to be a social service worker?. Toronto, 1974. 15p.

PRODUCTIVITY OF LABOUR

44. International City Management Association. Jurisdictional guide to productivity improvement projects; a handbook for public officials. Washington, National Commission on Productivity and Work Quality, 1974. 1 v.

45. McKersie, Robert Bruce. The productivity problem and what can be done about it in the public sector. Ithaca, Cornell University, New York State School of Industrial and Labor Relations, 1973. 11p.

46. U.S. Department of Labor. Manpower Administration. Handbook on work measurement systems for use in measuring office occupations; the characteristics and potentialities of various techniques of work measurement and cost analysis, prepared by Phil Palmquist. Washington, 1972. 297p.

SUPERVISION

47. Jain, Harish Chand. Supervisory education and training, a pilot study. Ottawa, Canada Department of Labour, Economics and Research Branch, 1974. 32p.

48. Rosen, Ned Arnold. Supervision: a behavioral view. Columbus, Ohio, Grid, 1973. 191p.

WOMEN—EMPLOYMENT

49. Bird, Caroline. Women: opportunity for management. New York, Presidents Association, 1973. 37p.

WORK

50. Work and the quality of life; resource papers for Work in America. Edited by James O'Toole. Cambridge, Mass., MIT Press, 1974. 414p.

labour statistics

Principal Items	Date	Amount	Percentage Change from			
			Previous Month	Previous Year		
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)				
Week ended December 14, 1974		9,715	+	0.3	+	4.5
Employed	December 1974	9,118	—	0.8	+	3.8
Agriculture	"	409	—	5.1	+	4.6
Non-agriculture	"	8,709	—	0.6	+	3.7
Paid workers	"	8,121	—	0.7	+	3.7
At work 35 hours or more	"	7,249	+	23.5	+	3.0
At work less than 35 hours	"	1,562	—	47.6	+	8.3
Employed but not at work	"	307	—	9.4	+	1.0
Unemployed	"	597	+	21.1	+	16.6
Atlantic	"	88	+	35.4	+	25.7
Quebec	"	217	+	27.6	+	13.6
Ontario	"	164	+	13.1	+	18.8
Prairies	"	49	+	40.0	—	3.9
British Columbia	"	79	+	1.3	+	27.4
Without work and seeking work	"	539	+	16.9	+	13.0
On temporary layoff up to 30 days	"	58	+	81.2	+	65.7
INDUSTRIAL EMPLOYMENT (1961 = 100)†	September 1974	145.9	—	0.1	+	4.1
Manufacturing employment (1961 = 100)†	"	135.8	—	0.4	+	2.3
IMMIGRATION	1st 9 mos. 1974	166,401				
Destined to the labour force	"	81,655	—		—	
STRIKES AND LOCKOUTS						
Strikes and lockouts	November 1974	225	+	1.8	+	95.7
No. of workers involved	"	78,314	+	25.9	+	69.2
Duration in man days	"	568,430	—	24.5	+	58.4
EARNINGS AND INCOME						
Average weekly earnings (ind. comp.)†	September 1974	184.33	+	1.6	+	12.6
Average hourly earnings (mfg.)†	"	4.54	+	2.5	+	15.5
Average weekly hours paid (mfg.)†	"	39.2	+	1.3	—	2.0
Consumer price index (1961 = 100)	December 1974	175.8	+	1.0	+	12.4
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	September 1974	138.7	+	2.7	+	1.2
Total labour income (millions of dollars)†	November 1974	6,571.8	—	1.0	+	16.9
INDUSTRIAL PRODUCTION†						
Total (average 1961 = 100)	November 1974	217.7	—	0.4	—	0.9
Manufacturing	"	214.4	—	0.2	—	0.6
Durables	"	251.8	—	0.1	+	1.1
Non-durables	"	184.9	—	0.4	—	2.6
NEW RESIDENTIAL CONSTRUCTION**						
Starts	November 1974	160,079	—		—	17.6
Completions	"	188,168	—		+	3.4
Under construction	"	144,338	—		—	16.7

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1969-1974

Month or Year	Strikes and Lockouts in Existence During Month or Year				
	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Duration in Man-Days	Percentage of Estimated Working Time
1969	566	595	306,799	7,751,880	0.46
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
† 1973	674	721	352,237	5,768,790	0.30
† 1973:					
November	43	115	46,283	358,820	0.21
December	21	83	62,620	307,720	0.21
1974:					
† January	67	113	24,887	271,760	0.16
† February	68	130	44,397	420,840	0.28
† March	81	145	50,996	440,000	0.27
† April	116	186	66,162	625,660	0.38
† May	145	249	97,282	1,431,730	0.82
† June	119	230	217,540	2,068,630	1.26
* July	118	236	105,213	1,092,570	0.59
* August	110	245	73,905	956,600	0.52
* September	85	237	65,295	790,790	0.49
* October	86	221	62,204	752,800	0.42
* November	86	225	78,314	568,430	0.35

* Preliminary. † Revised.

STRIKES AND LOCKOUTS, NOVEMBER, 1974, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Agriculture	1	1	503	1,750
Forestry	1	2	1,732	28,880
Fishing	1	1	35	700
Mines	6	12	6,297	32,860
Manufacturing	32	118	30,340	325,080
Construction	8	13	2,655	21,530
Transpn. & utilities	9	23	9,162	65,650
Trade	5	14	2,640	24,560
Finance	-	1	9	190
Service	15	30	6,386	34,650
Public administration	7	10	18,555	32,580
All industries	85	225	78,314	568,430

STRIKES AND LOCKOUTS, NOVEMBER, 1974, BY JURISDICTION (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland	8	8	840	2,020
Prince Edward Island	-	-	-	-
Nova Scotia	5	5	293	480
New Brunswick	4	6	1,673	9,500
Quebec	27	89	20,051	228,910
Ontario	20	68	16,936	190,430
Manitoba	1	3	3,692	21,070
Saskatchewan	4	7	14,902	18,500
Alberta	7	10	5,148	23,630
British Columbia	7	24	8,258	45,410
Federal	2	5	6,521	28,480
All jurisdictions	85	225	78,314	568,430

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1974 (PRELIMINARY)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days November	Accumulated	Starting Date	Termination Date	Major Issues	Result
Agriculture										
*Canada Dept. of Agriculture, Various locations in Canada	Public Service Alliance of Canada (CLC)			503	1,750	1,750	Nov. 23		Wages—	
Forestry										
Great Lakes Paper Co. Ltd., Thunder Bay, Ont.	Carpenters loc 2693 (AFL-CIO/CLC)			1,272	22,900	41,980	Oct. 11 Nov. 28		Wages & fringe benefits— Settled by mutual agreement; wage increase & cost-of-living clause.	
MacMillan Bloedel, Sproat Lake, B.C.	Woodworkers loc 185 (AFL-CIO/CLC)			460	2,200	2,200	Nov. 13 Nov. 20		Starting time—Not reported.	
Mines										
METAL MINES										
Cominco Ltd., Salmo & Kimberley, B.C.	Steelworkers loc 901 & 651 (AFL-CIO/CLC)			1,103	480	97,770	July 1 Nov. 1		Wages, cost-of-living escalator clause & pension benefits— Settled by mutual agreement.	
Cominco Ltd., Kimberley, B.C.	Assoc. of Commercial & Technical Employees loc 1672 (CLC directly chartered)			130	60	11,490	July 1 Nov. 1		Wages, cost-of-living escalator clause, fringe benefits— Settled by mutual agreement.	
Canex Placer Development, Endako Mines Div., Fraser Lake, B.C.	Can. Assoc. of Industrial Mechanical Workers loc. 17 (CCU)			450	9,640	16,170	Oct. 11		Wages & fringe benefits—	
Inter. Nickel Co. of Canada, Thompson, Man.	Steelworkers loc 6166 (AFL-CIO/CLC)			3,100	9,230	9,230	Nov. 6 Nov. 10		Cost-of-living adjustment— Return of workers pending negotiations.	
Advocate Mines Ltd., Baie Verte, Nfld.	Steelworkers loc 7713 (AFL-CIO/CLC)			130	260	260	Nov. 14 Nov. 17		Not reported—Not reported	
Les Mines Patino du Québec, Chibougamau, Qué.	Steelworkers loc 5914 (AFL-DIO/CLC)			410	3,810	3,810	Nov. 18		Wages, cost-of-living clause—	
Similkameen Mining Princeton, B.C.	Steelworkers loc. 649 (AFL-CIO/CLC)			210	630	630	Nov. 19 Nov. 22		Sympathy strike—Settled by mutual agreement.	
NON-METAL MINES										
Asbestos Corp. Ltd. (King Beaver Mine) Thetford Mines, Qué.	Fed'n of Metal Trades Unions (CNTU)			235	670	670	Nov. 16 Nov. 20		Working conditions—Settled by mutual agreement.	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1974 (PRELIMINARY) (CONT'

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			November	Accu- mulated	Termination Date	Result
PAPER							
	Papeterie Canadienne Joliette, Qué.	Communication Workers Fed'n (CNGU)	180	3,780	19,080	July 3	Wages & fringe benefits—
	Sonoco Products Ltd. Terrebonne, Qué.	Fed'n of Paper Workers (CNTU)	110	2,310	6,490	Sept. 9	Seniority, cost-of-living adjustment—
	Qué. Containers Ltd. Montréal, Qué.	Can. Paper-workers loc. 667 (CLC)	152	3,190	6,380	Oct. 2	Cost-of-living adjustment—
	Co. Inter. de Papier du Canada, LaTuque, Qué.	Canadian Paper-workers loc 530 (CLC)	1,220	5,180	5,180	Nov. 5 Nov. 11	Cost-of-living adjustment; workers laid off after acts of sabotage—Dammaged merchandise replaced.
PRINTING & PUBLISHING							
	Six printing firms Montréal, Qué.	Fed'n of Communication Workers (CNTU)	229	4,120	4,120	Nov. 6	Not reported—
	Montréal Fast Print (1966) Ltd., Montréal, Qué.	(CNTU)	170	850	850	Nov. 25	Misunderstanding with union president—
PRIMARY METAL							
	Noranda Metal Industries Ltd., Annacis Island, B.C.	Can. Assoc. of Industrial Mechanical Workers loc. 4 (CCU)	208	2,500	24,560	June 1 Nov. 20	Wages, cost-of-living clause—Settled by mutual agreement.
	Cominco Ltd., Trail, B.C.	Steelworkers loc 480, (AFL-CIO/CLC)	2,800	1,210	247,210	July 1 Nov. 1	Wages, cost-of-living clause, seniority rights, job evaluation—Settled by mutual agreement.
	Cominco Ltd., Trail, B.C.	Assoc. of Commercial & Technical Employees loc 1705 (CLC directly chartered)	485	210	42,820	July 1 Nov. 1	Wages, cost-of-living clause, seniority rights, job evaluation—Settled by mutual agreement.
	Industrie Couture Ltée, Chicoutimi, Qué.	(CNTU)	200	2,330	7,990	Sept. 20 Nov. 18	Cost-of-living adjustment and wage parity with ALCAN workers Settled through mediation.
	Canadian Lukens Ltd. Rexdale, Ont.	Steelworkers loc 6644 (AFL-CIO/CLC)	114	460	3,080	Sept. 30 Nov. 7	Wages & fringe benefits—Settled by mutual agreement.
	Canadian Unitcast Steel Ltd., Sherbrooke, Qué.	Fed'n of Metal Trades Unions (CNTU)	157	310	470	Oct. 31 Nov. 5	Wages—Settled by mutual agreement.
	Reynolds Aluminum Co. of Canada Ltd., Weston, Ont.	Moulders loc 28 (AFL-CIO/CLC)	150	2,700	2,700	Nov. 5	Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			November	Accu- mulated	Termination Date	Result
Manufacturing							
FOOD & BEVERAGES							
Hiram Walker & Sons Ltd., Windsor, Ont.	Can. Union of Distillery Workers loc. 1	800	16,000	84,000	July 2	Slowness in negotiations—	
Boulangerie Christie Ltée, Montréal, Qué.	Bakery Workers loc 55 (AFL-CIO/CLC)	180	3,780	9,000	Sept. 20	Firing of two employees—	
*Freshwater Fish Marketing Corp., Winnipeg, Man.	Retail, Whole-sale Union loc 561 (AFL-CIO/CLC)	350	4,080	8,750	Oct. 12 Nov. 19	Wages, cost-of-living adjust- ment—Settled through mediation	
Hiram Walker & Sons Ltd., Winfield, B.C.	Distillery Workers loc 202 (AFL-CIO/CLC)	175	3,500	5,600	Oct. 16	Respecting picket line set up by Union of Distillery Workers from Walkerville plant.	
Avico (1970) Ltée, Iberville, Qué.	Commerce Federation (CNTU)	269	5,650	7,000	Oct. 25	Wages—	
RUBBER							
Firestone Tire & Rubber Co. Ltd., Hamilton, Ont.	Rubber Workers loc 133 (AFL-CIO/CLC)	1,200	1,200	205,200	Feb. 28 Nov. 3	Wages & fringe benefits—Settle by mutual agreement.	
Can. Technical Tape, Montréal, Qué.	Fed'n of Paper Workers (CNTU)	180	3,780	9,000	Sept. 20	Wages, cost-of-living escalator clause—	
Goodyear Tire & Rubber Co., Medicine Hat, Alta.	Rubber Workers loc 628 (AFL-CIO/CLC)	137	140	280	Oct. 31 Nov. 4	Wages—Settled by mutual agreement.	
TEXTILES							
Hubbard Dyers Ltd., Montreal, Qué.	(CNTU)	270	5,400	5,400	Nov. 4	Wages—	
KNITTING MILLS,							
Penmans Ltd. Ste-Hyacinthe, Qué	Textile Fed'n. (CNTU)	330	6,930	41,910	May 31	Wages—	
WOOD							
Can. Forest Products Hunting-Merritt, B.C.	Woodworkers loc 1-217 (AFL-CIO/CLC)	200	4,000	111,600	Sept.13/72	Shorter hours, elimination of piece work-rates of pay—	
Rexwood Products Ltd New Liskeard, Ont.	Carpenters loc 2995 (AFL-CIO/CLC)	112	2,290	11,700	July 3	Wages & fringe benefits—	
FURNITURE & FIXTURES							
Matelas Supreme Inc. Saint-Narcisse, Qué.	Building & Wood Workers Fed'n. (CNTU)	110	660	23,430	Jan. 8 Nov. 12	Wages & working conditions— Not reported.	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1974 (PRELIMINARY) (CONT)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			November	Accu- mulated	Termination Date	Result
	Aluminium Co. of Can. Arvida, Qué.	(CNTU)	1,200	1,200	1,200	Nov. 7 Nov. 8	Wages cost-of-living adjust- ment—Return of workers pending negotiations.
	Crane Canada Ltd., Brantford, Ont.	Steelworkers loc 7480 (AFL-CIO/CLC)	160	240	240	Nov. 11 Nov. 13	Dismissal of one foreman— Settled by mutual agreement.
	Sydney Steel Corp., Sydney, N.S.	Steelworkers loc 1064 (AFL-CIO/CLC)	100	50	50	Nov. 25 Nov. 25	Discrimination against an employee—Not reported.
	Burlington Steel Co. Ltd., Hamilton, Ont.	Steelworkers loc. 4752 (AFL-CIO/CLC)	700	1,400	1,400	Nov. 28 Nov. 30	Suspension of three workers— Workers reinstated.
METAL FABRICATING							
	Babcock & Wilcox Canada Ltd., Cambridge, Ont.	Steelworkers loc 2859 (AFL-CIO/CLC)	853	8,530	43,510	Sept. 4 Nov. 18	Wages—Settled by mutual agreement.
	P.L. Robertson, Milton, Ont.	Steelworkers loc 4970 (AFL-CIO/CLC)	320	4,160	9,920	Oct. 7 Nov. 21	Wages & fringe benefits— Settled by mutual agreement.
MACHINERY							
	International Harvester Co. of Canada Ltd., Candiac, Qué.	Steelworkers loc. 6617 (AFL-CIO/CLC)	160	2,240	8,480	Sept. 6 Nov. 21	Wages—Dispute settled.
	Eaton Yale Ltd., St. Catharines, Ont.	U.E. loc 535 (CLC)	130	870	3,820	Sept. 30 Nov. 11	Wages—Plant shut down permanently.
	Outboard Machine Corp. of Canada Ltd., Peterborough, Ont.	Steelworkers loc 5009 (AFL-CIO/CLC)	1,500	13,500	33,000	Oct. 15 Nov. 15	Wages & fringe benefits— Settled by mutual agreement.
	Canadian Ingersoll Rand, Sherbrooke, Qué.	Steelworkers loc 6670 (AFL-CIO/CLC)	524	520	2,620	Oct. 28 Nov. 4	Cost-of-living adjustment— Return of workers pending further negotiations.
TRANSPORTATION EQUIPMENT							
	United Aircraft of Canada Ltd., Longueuil, Qué.	Auto Workers loc 510 (CLC)	1,400	29,400	519,700	Jan. 7	Union security, wages, cost-of living clause—
	Glendale Corp. Strathroy, Ont.	Machinists loc 2374 (AFL-CIO/CLC)	350	7,000	19,950	Sept. 10	Fringe benefits—
	American Motors (Can.) Ltd., Brampton, Ont.	Auto Workers loc 1285 (CLC)	1,365	1,370	46,420	Sept. 16 Nov. 4	Wages, compulsory overtime— Settled by mutual agreement.
	Flyer Industries Ltd. Ltd., Winnipeg, Man.	Can. Assoc. of Industrial Mechanical Workers (CUU)	560	11,200	22,860	Oct. 1	Wages & union jurisdiction—
	Spar Aerospace Products Ltd., Toronto, Ont.	Auto Workers loc 112 (CLC)	300	6,000	6,300	Oct. 31	Contract terms—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location	Union		November	Accu- mulated	Termination Date	Result
Spar Aerospace Products Ltd., Toronto, Ont.	Auto Workers loc. 673 (CLC)	118	1,180	1,180	Nov. 18 Nov. 29	Respecting picket lines of Auto Workers loc 112—Return of workers.
Bendix Home Systems Ltd., Hensall, Ont.	Carpenters loc 3054 (AFL-CIO/CLC)	285	1,430	1,430	Nov. 25	Wages & cost-of-living clause—
ELECTRICAL PRODUCTS						
C.P. Clare Canada, Weston, Ont.	U.E. loc 518 (CLC)	275	3,850	3,850	Nov. 11	Wages & fringe benefits—
Crouse-Hinds Can. Ltd., London, Ont.	IBEW loc 2341 (AFL-CIO/CLC)	227	1,140	1,140	Nov. 11 Nov. 19	Cost-of-living clause—Return of workers.
Electrolux Can. Ltd. Pointe-Claire, Qué.	Steelworkers loc 6608 (AFL-CIO/CLC)	520	5,200	5,200	Nov. 18	Wages & fringe benefits—
Radio Engineering Products Atholville, N.B.	IBEW loc 2121 (AFL-CIO/CLC)	113	570	570	Nov. 18 Nov. 25	Wages—Settled by mutual agreement.
Canadian Westinghouse Hamilton, Ont.	Inter. Fed'n of Technical Engineers loc 164 (AFL-CIO/CLC)	105	320	320	Nov. 27	Wages—
NON-METALLIC MINERAL PRODUCTS						
Francon (1966) Ltd., Montréal, Qué.	Building & Woodworkers Fed'n (CNTU)	850	850	38,250	Aug. 29 Nov. 4	Cost-of-living clause, voluntary overtime—Settled through conciliation.
Fiberglass Can. Ltd. Candiac, Qué.	Oil Workers loc 9821 (AFL-CIO/CLC)	275	1,930	1,930	Nov. 21	Contract issues—
CHEMICAL PRODUCTS						
Can. Industries, McMasterville, Qué.	Fed'n of Metal Trades Unions (CNTU)	700	14,000	40,500	Sept. 9 Nov. 29	Wages—Settled by mutual agreement.
Rexall Drug Co. Ltd., Mississauga, Ont.	Chemical Workers loc 279 (AFL-CIO/CLC)	153	3,060	3,670	Oct. 28	Not reported—
St. Lawrence Manufacturing Co. Giffard, Qué.	Steelworkers loc 6072 (AFL-CIO/CLC)	355	7,460	10,300	Oct. 22	Not reported—
Kodak Canada Ltd., Toronto & Brampton Ont.	Chemical Workers loc 159 (AFL-CIO/CLC)	1,047	16,750	16,750	Nov. 7	Cost-of-living clause, union security—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1974 (PRELIMINARY) (CONT)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			November	Accu- mulated	Termination Date	Result
Construction							
Various contractors (Coleson Cove Generating Station), N.B.	Various trade unions (AFL-CIO/CLC)	900	5,400	5,400	Nov. 4 Nov. 13	Cost-of-living adjustment—Return of workers.	
Construction Labour Relation Assoc., Various locations, B.C.	Boilermakers loc 359 (AFL-CIO/CLC)	400	4,000	4,000	Nov. 18	Wages—	
Lummus Co. Can. Ltd. Douglas Point, Ont.	Various construction unions	640	3,200	3,200	Nov. 18 Nov. 25	Respecting picket lines of Bricklayers loc 33—Return of workers when Bricklayers returned.	
Janin Construction Ltée, LaSalle, Qué.	Various unions	230	1,960	1,960	Nov. 19	Cost-of-living adjustment	
Transportation and Utilities							
TRANSPORTATION							
Cie de Transport Saint-Maurice, Shawinigan, Trois-Rivières, Qué.	Three CNTU unions	127	2,720	3,450	Oct. 24	Slowness in negotiations—	
*CNR and CP Rail Montréal, Qué. Ottawa & Toronto Ont.	Railway Transport & General Workers (CLC)	5,500	20,950	20,950	Nov. 1 Nov. 13	Cost-of-living clause—Return of workers.	
B.C. Railway Co., Various locations, B.C.	Five shopcraft unions (AFL-CIO/CLC)	550	4,710	4,710	Nov. 1 Nov. 13	Wages & union jurisdiction—Return to work order by Labour Relations Board	
B.C. Railway Co., Various locations, B.C.	Five unions (AFL-CIO/CLC)	550	3,930	3,930	Nov. 21	Wages & union jurisdiction—	
COMMUNICATIONS							
Québec Téléphone Rimouski, Qué.	IBEW loc 2200 Office Employees & Technicians (AFL-CIO/CLC)	500	9,500	36,000	Aug. 16 Nov. 28	Cost-of-living adjustment—Return of workers under injunction.	
Québec Téléphone Rimouski, Qué.	IBEW loc 2200 Plant Employees (AFL-CIO/CLC)	420	7,980	30,240	Aug. 16 Nov. 28	Cost-of-living adjustment—Return of workers under injunction.	
Québec Téléphone Rimouski, Qué.	IBEW loc 2200 Traffic Employees (AFL-CIO/CLC)	359	6,820	25,850	Aug. 16 Nov. 28	Cost-of-living adjustment—Return of workers under injunction.	
The New Brunswick Telephone Co. Ltd., Various locations, N.B.	IBEW loc 1148 (AFL-CIO/CLC)	430	430	13,480	Sept. 19 Nov. 2	Wages/After suspensions for alleged slowdowns—Settled through conciliation.	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				November	Accumulated		
Location						Termination Date	Result
POWER, GAS & WATER							
Gaz Métropolitain Inc., Montreal, Qué.	Office Employees loc 463 (AFL-CIO/CLC)	250	1,250	1,250	Nov. 25		Wages, cost-of-living escalator clause—
Trade							
WHOLESALE							
International Harvester Co (Parts Dept.), Burlington, Ont.	Auto Workers (CLC)	150	3,000	5,850	Oct. 4		Wages—
RETAIL							
Canteen of Can. Ltd. Windsor & London, Ont.	Retail Wholesale Union loc 414 (AFL-CIO/CLC)	185	3,700	5,930	Oct. 15 Nov. 28		Wages & working conditions— Not reported.
Canada Safeway, Edmonton, Alta.	Retail Clerks loc 401 (AFL-CIO/CLC)	1,614	9,220	9,220	Nov. 21		Wages and fringe benefits—
Canada Safeway, Edmonton, Alta.	Food Workers loc 312 (AFL-CIO/CLC)	172	1,290	1,290	Nov. 21		Wages & fringe benefits—
Loblaw's Groceries Co. Ltd., Edmonton, Alta.	Retail Clerks loc 401 (AFL-CIO/CLC)	139	460	460	Nov. 21 Nov. 26		Wages & fringe benefits— Settled by mutual agreement.
Services							
EDUCATION							
Peel County Board of Education, Cooksville, Ont.	Public Employees loc 1627 (CLC)	351	3,510	18,600	Aug. 30 Nov. 18		Wages & fringe benefits— Not reported.
Thirteen Coquitlam schools Coquitlam, B.C.	B.C. Teachers' Fed'n (Ind.)	300	300	300	Nov. 4 Nov. 5		Contract negotiations—Return of teachers after study session
Regina Public Board of Education Regina, Sask.	Sask. Teachers' Fed'n. (Ind.)	1,100	890	890	Nov. 14 Nov. 29		Refusal by employer to negotiate items in previous agreement—Return of teachers after study session.
Windsor Board of Education, Windsor, Ont.	Ont. Secondary School Teachers' Fed'n (Ind.)	661	3,310	3,310	Nov. 19		Wages—
Lakehead Board of Education, Thunder Bay, Ont.	Ont. Secondary School Teachers' Fed'n (Ind.)	554	2,220	2,220	Nov. 26		Wages & fringe benefits—
The Regina Public Library, Regina, Sask.	Public Employees loc 1594 (CLC)	121	120	120	Nov. 27 Nov. 28		Job jurisdiction— Not reported.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1974 (PRELIMINARY) (CONC

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Termination Date	Major Issues Result
					November	Accu- mulated			
HEALTH & WELFARE									
	Hôpital Saint-Lambert, Saint-Lambert, Qué		Public Service Fed'n (CNTU)	150	540	4,160	Sept. 20 Nov. 6		Number of employees—Settled by mutual agreement.
	Four government institutions, St. John's, Harbour Lodge & Carbonear, Nfld.		Nfld. Assoc. of Public Employees (CLC)	447	1,340	1,340	Nov. 12 Nov. 15		Special allowance—Return of workers under injunction.
	Norwood Auxiliary Hospital and Dr. A. McGugan Nursing Home, Edmonton Alta.		Public Employees loc 1158 (CLC)	300	2,570	2,570	Nov. 19		Wage increases to non-union workers—
	Royal Alexandra Hospital Edmonton, Alta.		Public Employees loc 41 (CLC)	1,000	1,000	1,000	Nov. 21 Nov. 21		Wages—Return of workers.
	Grace General Hospital St. John's, Nfld.		Public Employees loc 1271 (CLC)	138	140	140	Nov. 25 Nov. 25		Grievances—Return of workers under injunction.
ACCOMMODATION & FOOD									
	Sheraton Ltd., (Mt. Royal Hotel), Montréal, Qué.		Hotel Employees loc 382 (AFL-CIO/CLC)	553	1,190	1,190	Nov. 14 Nov. 17		Cost-of-living adjustment— Wage increases.

Public Administration

PROVINCIAL ADMINISTRATION

Government of Sask. Various locations, Sask.	Sask. Gov't Employees Assoc. (Ind.)	13,500	13,750	13,750	Nov. 9 Nov. 13	Cost-of-living adjustment— Return of workers after study session.
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LOCAL ADMINISTRATION

Ville de Montréal, City of Montréal Montréal, Qué.	Firefighters various locals (AFL-CIO/CLC)	2,400	2,400	2,400	Oct. 31 Nov. 3	Cost-of-living clause—Return of workers after agreement reached.
City of Calgary, Calgary, Alta.	Public Employees loc. 37 (CLC)	1,650	6,600	6,600	Nov. 5 Nov. 12	Cost-of-living adjustment— Return of workers after defying court injunction for 4 days.
Cité de Hull—City of Hull, Hull, Qué.	Public Service Employees Fed'n (CNTU)	150	2,250	2,250	Nov. 9	Wages & fringe benefits—
Ville de Laval—City of Laval, Laval, Qué.	Public Employees loc 1113 (CLC)	350	2,450	2,450	Nov. 21	Respecting blue collars' picket line—
Ville de Laval—City of Laval, Laval Qué.	Public Service Employees Fed'n (CNTU)	360	2,520	2,520	Nov. 21	Wage parity with Montreal workers & cost-of-living clause—

*Federal jurisdiction.

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

ECONOMICS AND RESEARCH BRANCH

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Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. Bilingual. Cat. No. L2-557.

Working Conditions in Canadian Industry, 1972. (Bilingual). Price \$2.00. Cat. No. L2-15/1972.

Measuring the Quality of Working Life. Proceedings of a symposium on social indicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H. Portugal. Price \$4.00. Cat. No. L41-13/1974.

Productivity, Costs and Prices. An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

WOMEN'S BUREAU

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Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

ACCIDENT PREVENTION AND COMPENSATION BRANCH

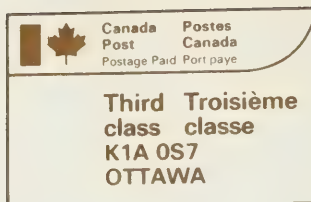
Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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the labour gazette

april 1975

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THE LABOUR GAZETTE and LA GAZETTE DU TRAVAIL are published monthly by the Canada Department of Labour, Public Relations Branch.

CORRESPONDENCE — Address letters dealing with editorial matters to the Editor, The Labour Gazette, 340 Laurier Ave. W., Ottawa K1A 0J2.

SUBSCRIPTIONS — Canada: \$5 a year, single copies 60 cents; all other countries: \$7 a year, single copies 75 cents. Send remittance by cheque or post office money order, payable to the Receiver General of Canada, to Information Canada, Publishing Division, Ottawa K1A 0S9.

CHANGE OF ADDRESS — Send the new address, together with the previous address label, to Information Canada, Publishing Division, Ottawa K1A 0S9.

INDEXED IN: Canadian Periodical Index, Index to Canadian Legal Periodical Literature, Public Affairs Information Service Bulletin, and Work Related Abstracts.



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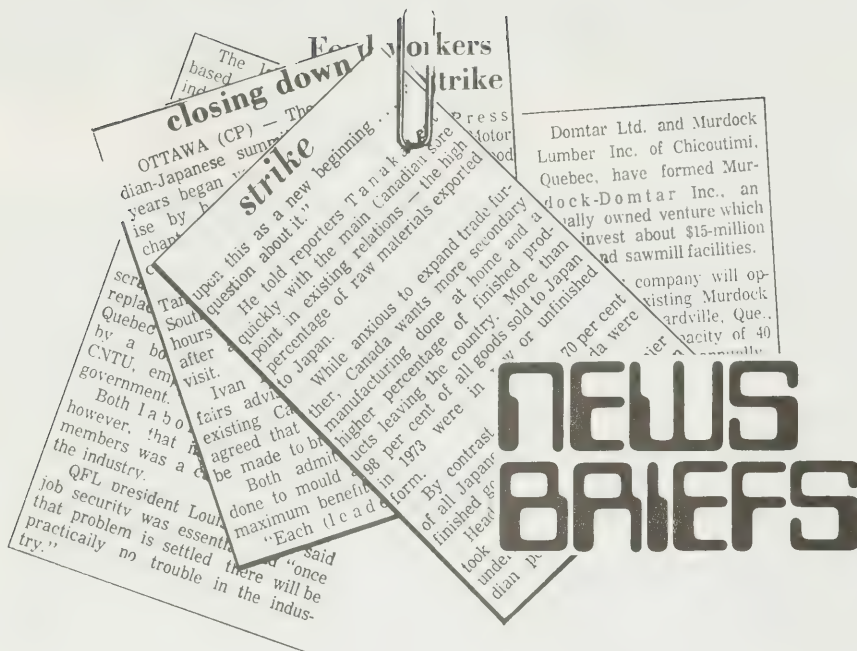
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Work Stoppages

Man-days lost from 1,216 work stoppages in 1974 totalled 9,255,120 and involved 592,220 workers; the resulting time loss was the equivalent of 46 man-days for every 10,000 man-days of working time—the highest annual figures on record.

The totals for 1974 were made up of 61 stoppages under federal jurisdiction that involved 49,579 workers for a duration of 323,280 man-days, and 1,155 work stoppages in provincial jurisdictions involving 542,641 workers, totalling 8,931,840 man-days.

In 1973, there were 724 work stoppages involving 348,527 workers and resulting in 5,776,140 man-days lost. This represented 30 man-days lost for every 10,000 days of work.

New Light on Paradox

New information on the seeming paradox of high unemployment rates while job opportunities go begging has been brought to light in a study released by the Ontario Ministry of Labour. The study, by research

economists M. L. Skolnik and Farid Siddiqui, contradicts the conventional wisdom that the attractions of unemployment insurance are greater than those of an earned income, and that a great number of jobs go unfilled as a result.

The study concludes that failure to admit to and utilize in the workforce youths, women, minority group individuals and others who do not conform to what, seemingly, many employers expect in an employee has resulted in the high rate of unemployment in these groups. This is reflected in the dramatic increase in the rate of rejection by employers of persons referred by Canada Manpower, the paper said. The report notes that the number of job vacancies in Ontario has increased every year since Statistics Canada began collecting job vacancy data in 1970, and that the changes in the Unemployment Insurance Act, which many blame for the large number of jobs unfilled, were enacted in 1971; yet the anomaly of high unemployment and high job vacancy rates existing at the same time and in the same places did not occur until 1974. The solution to the existing

situation, which is attributed to no single cause, is to change the system that prepares persons for the job market. "Both employers and the education and training system must be guided by long-term considerations in their planning for manpower development," the report concludes.

Last Hall Award Issued

The final part of the railway arbitration award made by retired Supreme Court Justice Emmett M. Hall after the 1973 rail strike, was released in January. Dealing with job security and crew size—two issues of vital concern to the United Transportation Union, which feared the loss of as many as 5,000 members' jobs—the report allows the railways to eliminate the job of rear brakeman but protects employees working on the job prior to September 1, 1973. The report followed by a month a ruling by Mr. Justice Hall that dealt with the job security issue, a job security plan for wharf employees, and the question of contracting out. This supplementary award provided that jobs held by employees with the requisite seniority could be eliminated only when they became vacant. The first part of the arbitration award was released in January 1973 and dealt with wages. (See also LG, Nov. 1973, p. 715; April 1974, p. 263).

CCA Convention

Government-imposed bargaining solutions that are not supported by both sides are the greatest single obstacle to harmonious labour-management relations in private industry, according to Robert Bird of Toronto, outgoing Chairman of the Board of the Canadian Construction Association.

Addressing delegates to the CCA's 57th annual convention held recently in Ottawa, Bird stated that the construction industry experienced a record number of man-days lost in

1974 as a result of industrial disputes. Underlying many of the disruptions were illegal strikes, he said, and "a continuation of this trend will not only undermine the traditional stability and security that result from respect for an observance of contractual commitments, but it threatens to subvert our whole collective bargaining system and our Canadian way of life."

Bird strongly condemned "the direct intervention of governments to impose solutions on the collective bargaining systems of private industry that do not have the support of both management and labour in that industry."

This approach threatens to destroy the institution of free collective bargaining, he said. Bird called for renewed dedication by management and unions to honour integrity and respect for each other's rights, he also called for greater government awareness of its responsibilities to ensure that fundamental rights enshrined in our laws are respected."

In Bird's view, the construction industry needs to develop a new structure that would provide the basis for management and labour to develop their own social contract independent of government. The new structure could become institutionalized as a body to develop and recommend social and economic policies, he suggested; because of its independent but powerful voice the new body would have a far more significant impact on the formulation of government policies than do existing management or labour organizations.

The social contract would also contain the mechanisms for achieving social and economic stability, observed the outgoing CCA Chairman. Achieving this stability requires the acceptance of a manpower plan that promotes:

—collective determination by management, labour, and governments of broad overall economic goals;

—establishment of the means of achieving a steadily rising standard of living and more equitable distribution of income;

—maintenance of responsible free collective bargaining through the development of rationalized and mature structures, effective in the art of communication instead of confrontation; and

—limitation of the role of governments to the establishment of a climate conducive to assisting the parties in reaching their own conclusions without the threat of direct government intervention.

Convention delegates elected David R. Penner, of Winnipeg, Chairman of the Association. Penner, Vice-President of BACM Industries in the Manitoba capital, had served last year as national vice-chairman of the CCA. Henry de Puyjalon of Ottawa remains President of the Association.

CLC Goal: 75 per cent at Age 60

During February, Citizenship Month, the Canadian Labour Congress launched the second stage of its two-year program, "an adequate pension for all

at age 60," by announcing the target: 75 per cent of wages at age 60 years. When making the announcement, CLC President Joe Morris said: "Our efforts will be directed toward pressuring governments to change the Canada and Québec Pension Plans so that all Canadians might look forward to an adequate pension in their retirement years."

Existing pensions, said Morris, are inadequate, both in terms of their benefits and the extent of their coverage. In 1970, only 39.9 per cent of the Canadian workforce was covered by private pension plans and it was estimated that only 4 to 10 per cent of all private pension plan contributors received full pension benefits when they retire. Furthermore, the existing plans do not "provide sufficient income to maintain an adequate standard of living" for the retired.

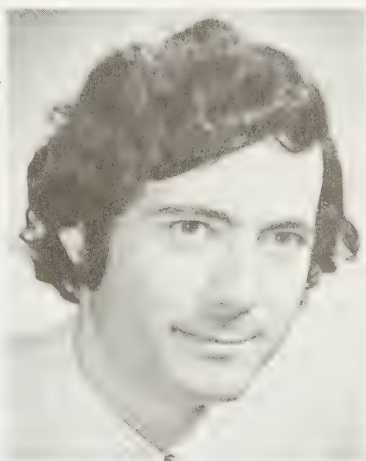
The CLC specifically recommended that the age for beneficiaries be reduced by one year each successive year until, by 1981, benefits are available to those aged 60, and that pension benefits be increased by 2.5 per cent until they reach 75 per cent

New Editor

George Sanderson, a staff writer with *The Labour Gazette* for the past two years, has been appointed Editor of the magazine. He replaces Jack Nugent, the former editor.

Before joining the staff of the *Gazette*, Sanderson was employed as a writer by the Department of Industry, Trade and Commerce in Ottawa. A graduate in arts and journalism from Carleton University, Ottawa, and the Australian National University, Canberra, he has taught English and French, and written for a variety of publications in Canada and abroad.

Brian J. Given, Ottawa



of wages. Plan contributions would be based on a worker's full salary and not just on the maximum yearly earnings system as at present.

The proposal, said Morris, would reflect the traditional concern of trade unionists for the welfare of Canada's senior citizens. Said a paper prepared by CLC,—Political Education Director George Home, the campaign would "be the most strenuous ever waged by the labour movement (in Canada) to win an addition to the overall social security program."

The consequences of the proposal by the Canadian Labour Congress that employees be retired at the age of 60 with pensions equal to 75 per cent of earnings would be "disastrous." That was the verdict of T.R. Suttie, president of Equitable Life Insurance Co. of Canada, who stated that governments and exceptionally wealthy companies are in a position to afford such a plan, which would be too expensive for business and industry generally. Further criticism of the CLC's proposal came from Thomas Dancy, chairman of the Canadian Chamber of Commerce committee to study the Canada Pension Plan, who termed the plan "financially preposterous—the CLC proposal would mean an unacceptable increase in contributions or an intolerable strain on general tax revenue."

CLC Economic Policy

"All the relevant evidence on the causes of inflation point in one direction—away from labour's wage demands....The view that inflation is caused by the excessive demands of over-powerful unions is simply fatuous," asserts an economic policy statement issued by the Canadian Labour Congress. In the period since the beginning of 1973, organized labour has been able to keep abreast of the rising cost of living but did not obtain its share of the increases in the net national income; corporate

profits have increased at a staggering rate over the same period, says the CLC statement. "Profits as a proportion of the national income are at their highest level since 1951 and the working people's share is at its lowest since 1966."

Because the most important elements in a family's budget are food and housing the CLC concentrated its recommendations to government on them:

- Take action to curb excess profits by food processors and distributors.
- Provide legislation to ensure competition in the food marketing industry.
- Institute a vigorous program to stimulate the development and operation of consumer co-ops.
- Establish a program that would guarantee producers a secure income. The result of this would be increased production of food and lowering of food prices.
- Enact legislation to prevent further loss of productive farm land to urban expansion. On housing the CLC suggested:
 - action to substantially reduce mortgage interest rates and eliminate taxes on building materials.
 - controls on land speculation, particularly by the use of land banks.
 - programs to stimulate the growth of public and co-operative housing.

Paternity Leave

The 50 members, all male, of Local 13704 of the United Steelworkers Union at Shaw-Almax Industries of Parry Sound, Ont., will get the day off if their child is born on a working day, under a recently negotiated collective agreement. "The day your child is born should be a celebration—you deserve a day off," says union staff representative Horner Seguin.

Arbitration Award Quashed

An award of \$25,490, made by an arbitration board to eight union

members who had never worked for Blouin Drywall Contractors Ltd. of Sudbury, was quashed when the company appealed the board's decision. The award had been made as a result of a grievance brought by the United Brotherhood of Carpenters and Joiners on behalf of eight unemployed members of local 2486, who claimed the company had violated a collective agreement with the union in which it agreed to employ only union members. The award was based on the lost wages of the eight union men who were not employed as a result of the company's action.

In appealing the decision, the company contended that the arbitration award had exceeded its authority in awarding damages to the union for disbursement to members who were not employees of the company. In finding for the company, the Ontario High Court of Justice ruled that the arbitration board had erred in awarding damages to non-employees as one of the principles governing the law of damages for breach of contract is that a claim for wage loss must be based on loss of wages by employees; and a second principle is that only parties to a contract can sue on it. As the only parties to the collective agreement were the company and the union the non-employee union members were ineligible for benefits. The collective agreement did not give the union the right to force the company to provide benefits to non-employee union members.

Treasury Board Brief

Treasury Board proposals for amending the Public Service Staff Relations Act were submitted recently to the special joint Parliamentary committee studying the legislation covering collective bargaining in the federal public service.

In its 117-page brief to the committee, the Treasury Board paid tribute to the

work of the chairman of the Public Service Staff Relations Board, Jacob Finkelman, and expressed support, in some cases with reservations, for 186 of the 231 recommendations made by him in his report on collective bargaining in the public service.

The brief noted that considerable strain has been imposed on the Public Service Staff Relations Board by a heavy case load that could not have been envisaged when the Board was constituted. It supported Finkelman's recommendation for creation of a full-time public member Board as both timely and essential for the regulation of staff relations in the public service, particularly in view of the growing incidence of unlawful strikes.

It also expressed grave concern that the PSSRB is not able to respond quickly to applications for consent to prosecute for unlawful activities. Accordingly, the Treasury Board recommended that such matters be given priority on the PSSR's calendar and that hearings be scheduled within 10 days of the employer's application.

The Treasury Board considers that the grounds upon which employees may be designated as performing functions that must be continued in the event of a strike should be broadened to include the protection of national treasures and works of art and the conduct of long-term and short-term experiments directly related to the preservation of the safety, security or health of the public.

The Board also recommended increased penalties for persons who engage in an unlawful strike. The present maximum fine of \$100 for an employee who takes part in an unlawful strike is inadequate, the brief said. It also supported Finkelman's proposal for a penalty on the employer if a lockout were misused.

Appointments to the public service should continue to be based on the merit principle and employees who

have been laid off should have priority rights of appointment to vacancies, the brief stated. The Treasury Board agreed also with the principle of temporary layoff or "off-duty status". Present policy with regard to notice of layoff provides for departments to give employees at least three months advance notice of potential lay-off action. Longer periods are provided whenever possible, and in practice more notice is generally given.

The Treasury Board strongly supported recommendations that the provisions of the Public Service Superannuation Act should not become bargainable. "The fact that the superannuation plan for public servants is embodied in legislation affords a permanence and a continuity which is of enormous value to employees," the Board said. "The present plan, covering all employees who are subject to the Public Service Staff Relations Act, affords great mobility in employment, while protecting and improving pension benefits. Furthermore, the reciprocal transfer agreements between this plan and scores of public and private plans could become inoperative if there were separate plans for separate occupational groups.

"Seven years of experience have shown that the establishment of a clearly recognizable excluded 'management group' of sufficient size, properly trained in modern management concepts, is of critical importance" if collective bargaining is to measure up to the expectations of public service employees, the brief continued.

The majority of managers are included in bargaining units, however, and "must reconcile with difficulty their responsibilities as representatives of the employer and the expectations of union members whom they supervise," the Board asserted.

The Treasury Board shares the view that compensation for excluded

persons should be a matter determined separately from collective bargaining.

Industrial Safety

Britain's industrial safety record, already remarkably good by international standards, will be hard to beat now that tough new safety legislation is fully in force. The Health and Safety at Work Act, the most sweeping reform since the 1833 Factory Act, makes any breach of the new safety regulations a criminal offence.

Although Britain's industrial death rate was only 4.5 per 100,000 over the past decade compared with 17.5 in the early 1900s, the suffering due to industrial injury remains enormous. On average, three people are killed every day and 2,000 injured; and some 23 million working days are lost every year because of injuries—half as many as the average number of days lost in strikes in recent years. Such levels of death, injury and waste should not be regarded as the inevitable price of meeting society's needs for goods and services.

Instead of extending state regulation, the new Act puts the bonus on self-regulation, but the latter is backed by tougher criminal sanctions for those who ignore their duties. *The Economist* provides the following summary of the new rules:

—The law covers workers in every business.

—Every employer must submit a written statement on safety policy and show it to his workers or risk being fined or gaoled.

—Every employer must work out a safety training scheme in consultation with workers' safety representatives.

—In some cases, employers may be obliged to set up safety committees.

—Safety inspectors are empowered to force employers to improve safety.

—If injuries result from a breach of the new safety regulations, the

employer will automatically be prosecuted, with unlimited fine or gaol sentence for serious offences.

—A Health and Safety Executive with a staff of 3,000 replaces the jumble of existing inspectorates. It will be responsible to the Health and Safety Commission chaired by former trade-union leader Bill Simpson.

—New safety regulations will be issued as needed.

One reform that has been widely canvassed, but is not introduced by the Act, is the abolition of actions for industrial injury damages. "These now account for half of the non-matrimonial cases in the High Court, and waste endless money and time to little purpose," observes *The Economist*.

"The system is capricious and does not help safety. After an injury, employers often do not dare to make improvements for fear that they would prejudice their case in court," the magazine adds. It suggests that "it would be better to replace this system with more generous fixed benefits."

New Secretary of Labor

The U.S. has a new Secretary of Labor. He is Dr. John T. Dunlop, Harvard economics professor and author of more than a dozen books on labor, management, and wage and price policy. Dunlop replaces Secretary Peter J. Brennan, who resigned March 15.

Dunlop, 60, comes to the job with unmatched experience. He is widely regarded as an expert in labor-management affairs and he has the respect and confidence of most labor leaders.

Dunlop will continue as Co-ordinator of the President's Labor-Management Committee and will serve as a member of the Economic Policy Board. He served as director of the Division of Labor.

U.S. Campaign to Boost Productivity

More output at lower cost is the aim of a government-backed campaign in the United States to keep that country competitive in world markets. The plan centers on productivity—the effectiveness with which people produce goods and services.

Over the past two years, productivity in the U.S., as measured by output per man-hour, has been declining, pushing up labour costs per man-hour and exerting upward pressure on prices. In an effort to tackle this problem, President Ford has established the National Commission on Productivity and Work Quality. Its task is to come up with recommendations on how productivity in various fields can be improved, and suggest policies to Congress and the President. The commission's 24 members come from business, industry, organized labour and government.

A recent study by the Economic Unit of *U.S. News and World Report* makes the following observations on productivity:

—A nation's business system and standard of living are tied to steady gains in output per man-hour.

—The worker's efforts are but one of many factors affecting productivity. Equally important are the quality of the machinery and the raw materials he uses, the amount of capital that is invested to underwrite his job, and factors like the weather, which are beyond his control.

—The U.S. Bureau of Labor Statistics notes that long-term gains in output per man-hour "cannot be ascribed to any one factor, but reflect the interaction of all factors." Among them are greater investment in capital goods per worker, technological changes, better educated workers and management innovations.

—Productivity usually declines in a period of economic recession. Output tends to fall faster than man-hours are cut back. Companies generally are unwilling to lay off workers, because it can be more expensive to replace such workers when business picks up than to keep them on payroll through hard times.

—When workers get a pay raise greater than their increase in productivity, the employer is forced to increase his prices to compensate for it.

—Worker efficiency varies substantially in different industries.

—People's changing attitudes toward work, and labour union work rules are among other factors that can keep workers from operating at peak efficiency.

—Between 1967 and 1973, the U.S. has shown one of the slowest increases in output per man-hour in manufacturing of any major Western country.

—Many authorities say there is no accurate way to measure productivity. Indexes of productivity, they contend, can give only approximate measures of man-hour output.

—Management experts note that more than 60 per cent of all U.S. workers are now employed in service business and that productivity gains in this sector traditionally have been small.

Wage Negotiations in Japan

In Japan, wage negotiations are held every spring, and play a big role in determining wage levels throughout the country. The importance of the spring labour offensive has grown in recent years, as this approach to wage determination has become institutionalized. As a result of the high rate of price inflation in 1974,

record-breaking wage hikes were won in the last year's spring labour offensive.

The spring labour offensive was first held around 1955. Since then the size of the offensive has grown from 730,000 (11.7 per cent of organized workers and 4.2 per cent of all employees) to 8,520,000 in 1974 (about 70 per cent of organized workers and 23 per cent of all employees). Over the years the spring labour offensive has come to assume a fixed pattern, with certain unions reaching a settlement first and others following in a more or less prescribed manner.

At the same time, an increasing number of workers—both organized and unorganized—are having their income for the coming year set each spring. In 1973, 91.1 per cent of all unionized firms revised their annual wage schedules between April and June. Moreover, 74.7 per cent of all firms, including the unorganized, revised their wage schedules during the same period.

Although the order in which settlements appeared among the different industries varied in the early days, since 1965 the sequence of events has settled down to a rather fixed pattern. In 1970, for example, the offensive was led by the settlement in iron and steel, followed by that in the electrical industry, shipbuilding, private railways and so forth. One important consideration in settlement is the ability of industries to pay as reflected in their record over the past year or so. In 1973, however, 34.8 per cent of the firms covered in one survey underlined the importance of the going price, whereas only 30.4 per cent cited the firm's actual record in terms of profits or total sales volume.

Because the majority of medium-sized firms are not unionized, the feeling that other agreements should be followed is very weak. Rather, wage hikes among these firms tend to

reflect the balance between demand and supply forces in the labour market. Here, there is not much difference among industries.

Since 1955, the annual rate at which wages rise has accelerated. In 1974, a record-breaking increase of more than 30 per cent was won in the spring labour offensive. Traditionally, wage rates have been strongly influenced by demand and supply forces in the labour market. Affecting the labour market have been business profits, the desired standard of living, and the bargaining power of the unions. Labour market forces seem to account for 50 per cent of the variation in the wage rates during the late sixties, while consumer price hikes and business profits seem to account for about 20 per cent of the variation, with business profits being the more important of these two.

Although various indices to represent the bargaining power of labour unions have been included in some analyses, the general conclusion is that market forces have become increasingly important, while the significance of bargaining power has declined since 1955. In 1974, however, the importance of labour market factors dropped to about 30 per cent, while the explanatory weight of prices rose to 50 per cent, thereby showing a departure from the '60s and early '70s. These results also suggest that the wage hike of 1974 was strongly influenced by abnormal price increases though following the pattern of past wage determination in other respects.

Past wage settlements were geared to a period of high economic growth, but have perhaps become outdated as the economic situation has changed. Following the 1974 spring labour offensive, the rate of economic growth has dropped to around zero.

Nevertheless, labour unions are expected to continue to demand big wage hikes because of the sustained high level of consumer prices.

Consequently, the 1975 spring labour offensive will be watched with keen interest in the hope that some reasonable settlement will be reached.

Unemployment in Third World

Between 60 and 90 million people are believed to be unemployed in the cities of the Third World, according to Director General Francis Blanchard of the International Labour Office.

Addressing the Indian National Labour Institute in New Delhi, he said that creating jobs and incomes for these millions and their families demands a strategy embracing not only the promotion of productive employment, but also the abolition of poverty (some 580 million people in the Third World have been estimated to be living on an average of less than \$75 a year each); and a reduction of the inequalities that leave the poorest 40 per cent of the population in many developing countries with only 10 per cent of total income.

Some aid policies of industrialized countries have harmed the growth of employment in developing countries, Blanchard declared. "I refer in particular to the practice of tying aid to purchases from the donor countries, to the donor preference for large rather than small projects and for investment in the modern rather than in the traditional sector."

The ILO is conducting research into employment-creating policies for the benefit of developing countries, Blanchard said, and it is preparing for a 1976 Tripartite World Conference on Employment, Income Distribution, Social Progress and the International Division of Labour.

"It is our hope that such a conference, organized in co-operation with other agencies, would form part of those series of conferences on problems of increasing concern everywhere, such as those on

population and food that took place in 1974, that on industrial development in Lima in March this year, and UNCTAD IV to be held in Nairobi in May-June 1976," Blanchard said.

Decry Finkleman Report

The Canadian Labour Congress says it is disappointed in proposals to amend the legislation that governs collective bargaining in the federal public service. The CLC submitted a 32-page brief to the special joint Parliamentary committee that is studying changes in the Public Service Staff Relations Act, proposed in a report by Jacob Finkleman, chairman of the Public Service Staff Relations Board.

The CLC says the recommendations would "transform some of the paternalism of the Public Service Commission to the PSSRB and its chairman." They would also "increase the frustrations and tensions on the part of workers and their bargaining agents because of the prohibitions on the extension of free collective bargaining to cover job security, pensions, classifications, promotions and demotions—all those areas which have been the source of past and present dissatisfaction."

Instead, the Congress said, the Act should be amended to resemble the Canada Labour Code more closely, and extended to cover RCMP personnel and the staff of the Senate and the House of Commons.

Job Trends Predicted

The labour force in the service industries will continue to grow rapidly, but blue-collar workers will increase only moderately and the agricultural

workforce will continue to decline. These are some indications from the first published projections of the Canadian Occupational Forecasting Program.

The program, initiated two years ago in the Department of Manpower and Immigration, is trying to make seven-year predictions of labour force needs and how they will be met.

Secretarial work heads a list of the ten fastest-growing occupations not requiring post-secondary education. The others, in order, are sales clerks, janitors, bookkeepers, truck drivers, tellers, general office clerks, supervisors, waiters and typists.

Protect Ont. Farm Labour

Workers who help harvest Ontario's fruit, tobacco and field vegetable crops this year will be given more protection under the law. For the first time they'll be covered for minimum wages, vacation pay and public holidays with pay under the Employment Standards Act.

Their minimum wage will be \$2.40 an hour, but employers will be permitted to offset room and board. The workers will get vacation pay and statutory holidays, but only if they are employed for three months or longer. The new regulations also specify the wage records that must be kept for each employee. An advisory committee, with representatives from industry and employees, is being formed to advise the government on further changes.

About 60,000 workers are employed annually in the Ontario harvests, among them more than 5,000 migrant workers from Mexico and the Caribbean Islands.

Poor Mostly Women

The Canadian Council on Social Development has published what it calls the *Canadian Fact Book on Poverty*. One fact the book makes most obvious: Women are more likely to be poor than men.

What's more, the odds appear to be increasing. Families headed by women made up 13.2 per cent of low-income families in 1961, but 28.7 per cent in 1973.

The Council's publication gives a male family head 9.3 chances out of 100 of being poor; a female family head, 40.1 chances out of 100. The study found also that more than two thirds of all women under 25 had annual incomes of less than \$5,000 a year.

Reuben Baetz, the council's executive director, says he hopes the report "will contribute to the formulation of wise antipoverty policies".

ILO Year Book

The Year Book of Labour Statistics 1974, published by the International Labour Office in Geneva, has just been released in its 34th edition. The book contains data for the ten years from 1964 to 1973 and partial data for 1974. It is designed to provide background information for business and industry, libraries, universities, employers' and workers' organizations and governments. Main topics covered are: total and economically active population, employment, unemployment, hours of work, labour productivity, wages, consumer prices, industrial accidents and disputes. The year book is available through the ILO (Canada Branch) at 178 Queen St., Ottawa, K1P 5E1.

Letters

Erroneous Statistics

I was gratified to see, in *The Labour Gazette* of January 1975, page 4, under the headline "One Step Forward, Two Back", some statistics on women and men in the Public Service of Canada.

I would like to call your attention to paragraphs two and three of the article, which do not make statistical sense. In addition, many of the percentages and statistics in the fourth paragraph are erroneous.

Nola Landucci,
Co-ordinator,
Office of Equal Opportunities
for Women,
Public Service Commission.

(Sorry for the errors. The 1973 report of the Public Service Commission,

from which the statistics were incorrectly taken, shows that women employees of the federal Government have a median income in the \$6,500 to \$6,999 range, while the median income for men is in the \$9,000 to \$9,499 range. In the two years since 1971, the median income for women increased by about \$1,000, compared with about \$1,500 for men.

In the fourth paragraph of the news brief, the correct statistics are: women make up about 15.4 per cent of the 35,882 administrative and foreign service employees; about 8.9 per cent of the 22,957 technical category employees; about 71.7 per cent of the 71,122 administrative support employees; and about 11.2 per cent of the 93,618 operational category employees. Of the 245,302 employees in the federal public service, 69.8 per cent are male...Ed.)

Congratulations on the excellent job done by Ted Weinstein in the article "Collective Bargaining Under Scrutiny" (LG, Jan., p.53). The article has become fairly popular now, especially the idea of the three "Cs": communication, consultation and co-determination.

Chris Jecchinis,
Professor and Chairman,
Department of Economics,
Lakehead University,
Thunder Bay, Ontario



Shirley Plowman's article on the U.N. Seminar in the January 1975 number of *The Labour Gazette* was very well done indeed and is a fine contribution to International Women's Year.

P. Okura-Leiberg,
Liaison Officer,
Food and Agriculture Organization,
United Nations,
Washington, D.C.

The Labour Gazette invites its subscribers to comment on the articles published in these pages.

Today we are being challenged by the philosophy of participatory democracy, whose wellspring and strength is a free and open exchange of ideas and beliefs directed toward the goal of dependable knowledge and reliable judgment.

In the light of this philosophy, we sincerely believe that the value and usefulness of *The Labour Gazette* can only be furthered by dialogue between our readers and ourselves.

Please address your letters to: The Editor, *Labour Gazette*, Canada Department of Labour, Ottawa, K1A 0J2.

CLC MISSES TARGET WITH PROPOSALS FOR CANADA PENSION PLAN

by DONALD RUMBALL

From the time it was first actively promoted in 1963, the Canada Pension Plan has generated intense political controversy. It's not that the idea is startlingly new—Germany was the first country to introduce a state plan when Bismarck was Chancellor—but it touches some raw nerves in Canada.

The CPP is the king-pin in a whole series of inter-relationships that merit careful examination. Its primary function, of course, is its central role in the country's social system: it provides a pension to citizens aged 65 or over of 25 per cent of their earnings up to a maximum called the Yearly Maximum Pensionable Earnings (YMPE). It also pays disability pensions and pensions to widows, widowers and orphans, all geared to the retirement pension.

Contributions to the CPP are shared equally by employees and their employers and the combined contribution is 3.6 per cent of each worker's earnings between \$700 and the YMPE. In 1975, the YMPE is \$7,400 so contributions for a person earning the YMPE or more would be 3.6 per cent of \$6,700 or \$240.

The CPP's other functions are less well-known:

- The revenue from contributions is currently greater than the benefits that are being paid out. This surplus is automatically invested in provincial bonds, in the proportion

*Donald Rumball is an assistant editor with the **Financial Post** in Toronto.*



that each province contributes to the plan. The fund has already reached \$8 billion and it constitutes an unequalled source of funds for the cash-hungry provinces at rates of interest appropriate for federal government bonds (which is less than the rates that the provinces pay on bonds they float on the market themselves).

- Any changes in the CPP must be approved by two thirds of the provinces representing two thirds of the population—which makes it a hot federal-provincial issue. Already Québec has withdrawn from the Canada plan, leaving Ontario with an effective veto power over what's left.

- Even though the contributions to the CPP are greater than the benefits at the moment, they are not enough to pay for the benefits over the long haul. This means, of course, that the piper will have to be paid by future generations whose contribution rates will be much higher than the current 3.6 per cent.

"Pay-as-you-go" state pension plans (where contributions do not go into a fund but pay directly for benefits due that year) are quite common among other nations but that does not absolve this country from careful consideration of how much of the burden it wishes to pass on to the next generations. Quite apart from dumping this responsibility onto our children, we should be debating whether Canada's voracious appetite for savings can be satisfied with a state pension plan that removes much of the motivation to save for old age. Private pension plans benefited enormously from the introduction of the CPP by concentrating peoples' minds on the need to put something aside for old age. Since the CPP was introduced, the savings generated by private plans have tripled and now amount to more than \$2 billion a year, or roughly one quarter of net domestic saving.

- The CPP is designed as the second tier in a three-tier program to provide financial security to the aged. The first tier is the Old Age Security pension and the Guaranteed Income Supplement and the third tier is private pension plans. The CPP and the OAS pensions are intended to be a floor which guarantees an acceptable minimum to the country's older citizens and the private plans are intended to provide the gravy.

Unfortunately, private pension plans still do not have a wide reach, as only 40 per cent of the working population is covered by the \$18 billion that private plans have as assets.

In another strange twist, the private plans are in trouble because the stock market slump has left many of them with gaping deficits—and many corporate treasurers may secretly be hoping for an expansion in the CPP: 75 per cent of the private plans provide a fixed pension reduced by whatever the CPP pays, and an expansion in the CPP would reduce the corporate liability. As the stock market recovers, however, this corporate nervousness can be expected to evaporate.

CLC's Desires

Against this backdrop, the Canadian Labour Congress has initiated a campaign to dramatically expand the CPP:

- It wants the retirement age reduced to 60 from 65 years by 1981.
- It wants the pension benefit to be increased to 75 per cent of earnings from the present 25 per cent.
- It wants the contributions to the plan to be shared one-third each by the employee, the employer and the government.

- It wants the YMPE to be abolished so that pension benefits and contributions are based on each person's full earnings—and there is some suggestion that the contribution rate should be less for the lower incomes than for the higher incomes.

- It wants the CPP fund to be administered by a Pension Council composed of representatives of employers, employees, farmers and government.

In all these suggestions, mention of the CPP is intended to include as well the Québec Pension Plan, which is similar to the CPP in most respects.

A less specific proposal is that the private pension plans should lose their *raison d'être*. Their accumulated assets would not be touched but their role will disappear—on the grounds that they have not been fulfilling their intended function.

It's plain that these proposals strike at all the far-reaching ramifications of the CPP.

To start at the beginning, the CLC proposes to use the CPP as a tool of income redistribution, and a very powerful one at that. The Congress argues that people with lower incomes have to pay a much bigger percentage of their wages to the CPP than people with higher incomes—which is true, but the people with higher incomes also receive a pension that is a much lower percentage of their incomes.

The removal of the YMPE would, of course, ensure that everyone pays the same percentage of their incomes in contributions but would Canada be ready to pay the retired president of a company who was earning \$100,000 a year a princely pension of \$75,000—out of a fund subsidized by the taxpayers?

Think of the temptation for a company to increase arbitrarily its key executives' salaries in the last three years of their working lives so that their pension from the CPP would jump by 75 per cent of that increase?

Cannot Abolish YMPE

It seems safe to assume that the YMPE cannot be abolished in determining the level of pension a citizen receives. But what about removing the YMPE for contributions?

The CPP is scheduled to bump up the YMPE by 12 per cent a year until it reaches the average wage for all workers in Canada—expected to be in the 1980s if inflation doesn't continue at its present levels. To examine the effect of removing the YMPE, the latest year for which a statistical breakdown is available is 1972.

If the CPP had been mature in 1972, the YMPE would have been the average wage, which was \$7,760, and the contributable earnings would have been all earnings between \$700 and \$7,760. In 1972, then, the total earnings above \$7,760 amounted to 27 1/2 per cent of the total contributable earnings. Translated into contributions once the CPP has matured, this means that, if everyone contributed 3.6 per cent of his total earnings with no YMPE, it would have the same effect as keeping the YMPE at the level of the average wage and raising the contribution rate to 4.6 per cent—still below the level at which the CPP would pay for itself.

The relatively small effect of the removal of the YMPE for contributions is explained by the concentration of wage earners near the average wage—nearly 20 per cent of all taxpayers earned between \$5,250 and \$7,760 and another 45 per cent earned between \$7,760 and \$15,000. It's the latter group that bears the brunt of Canada's tax bill and not the high-rollers for whom the lifting of the YMPE would be onerous; but would not yield much extra revenue.

Bearing this in mind, the next question to ask is: is it wise to turn the CPP into an instrument of income redistribution, particularly when it yields only marginal results?

Canada's overall tax system is not progressive; people at all income levels pay approximately the same rate of tax. The federal and provincial tax systems are, of course, progressive but the municipal and sales taxes hit the lower incomes harder, cancelling the effect of the income taxes of the two higher echelons of government.



CPP: tool of income redistribution?

Should the government's efforts at making the tax load more progressive be directed toward the CPP or should they be directed at the myriad of other taxes we pay? Transfer payments like the OAS pension, welfare and unemployment insurance are powerful tools of income redistribution. Should they be beefed up before turning to the CPP? These are questions that must be carefully weighed before jumping on the CPP bandwagon.

One possibility that would have more impact is to increase the exemption limit in calculating the CPP contribution. The present exemption is set at 10 per cent of the YMPE or \$700 in 1975. For each \$100 by which that limit is raised, the contributions in total are reduced by 2 per cent. To put it another way, if the exemption is raised \$100, it is equivalent to reducing the contribution rate by .07 per cent. Such a measure would therefore have little impact on the revenue from contributions but would help the people on lower wages a great deal.

More Complications

Moving on to the level at which contributions should be set to pay for the CLC proposals, the problems become more complicated. As it stands, the cash flow to the provinces (the surplus of contributions over benefits paid out) is expected to fall to zero by 1982. At that stage, the CPP fund will stand at more than \$16 billion but it will continue to grow because the provinces will be paying interest on the accumulated bonds it has issued to the fund (at present, interest payments are automatically paid for by issuing additional provincial bonds).

If the contribution rate is left unchanged, the provinces would have to repay all their bonds by the year 1996, at which stage the fund will have been reduced to zero and each year's benefits will have to be paid from that year's contributions, plus any subsidy the federal government chips in.

Clearly, this projection is only an academic exercise. The CPP has become a vital source of funds for the provinces—by 1973, the most recent year for which statistics are available, the CPP fund accounted for 20 per cent of outstanding provincial bonds and the annual cash flow from the CPP has filled as much as 45 per cent of the need for provincial bonds in recent years. The provinces are almost certainly not going to let these funds slip from their fingers so easily.

A second actuarial projection for the fund assumes that, as soon as the cash flow to the provinces hits zero in 1982, contributions will be raised so as to keep the cash flow at zero. In this scenario, the contribution rate would be raised

from its present 3.6 per cent to 5 per cent in 1990, 6 per cent in 2010 and nearly 8 per cent in 2025.

To put that in perspective, the average wage in 1975 is expected to be nearly \$10,500 and if the CPP had been mature the 3.6 per cent contribution would draw \$170 from each of the employee and employer. (This is not to be confused with the amounts that will actually be paid this year: the YMPE has not yet reached the average wage and, at \$7,400, it will take only \$120 each.)

Contribution in 2025

The contribution in 2025 will be equivalent, then, to a 1975 contribution of \$373 *each* for a total of \$746. If the federal Government subsidizes this contribution, each \$50 it pays would cost 1975 taxpayers a jump of roughly 3 per cent in their tax bill. This underlines the basic fallacy of federal government "subsidies": it's all our money anyway and the people who would provide more than half the subsidy would be the ever-suffering group who earn less than twice the average wage and who constitute the vast bulk of the membership in the union movement.

If that seems a little rich, what would the contributions be to the expanded CPP as proposed by the CLC? Some approximate calculations based on the most recent actuarial report on the CPP reveal that the contribution rate would rise to more than 25 per cent if the cash flow to the provinces were not allowed to become negative (i.e., using the second projection).

In 1975 terms, again, this would entail a contribution of up to nearly \$1,400 from *each* of the employee and the employer. This assumes that the YMPE is kept at the average wage; but even if it is removed for the contributions, it would still reduce the contribution rate only to nearly 22 per cent or \$1,030 each for people earning more than the average wage.

These rather astronomical figures would be less daunting if the subsidy implicit in the CPP for the rest of this century were reduced. Which raises the question of how much of the load should be passed to the generations that succeed the present working population—always remembering that *someone* has to foot the bill.

Two conflicting forces are at work here: on the one hand, it would be tempting fate to raise contributions to a level where the provinces were able to draw on a much bigger cash flow from the CPP and, on the other hand, the lower the contributions are set, the heavier the load passed on to the following generations.

The dilemma is exacerbated by any increases in the pace of expansion in the CPP because the changes are

retroactive, thereby raising the subsidy implicit in the contributions paid prior to the changes. The dramatic changes championed by the CLC would therefore pass still more of the responsibility to future taxpayers.

Pension Council

The CLC response to these problems is that the contribution rate should be raised immediately and the CPP fund should be managed by a Pension Council which would presumably invest the much bigger fund for the benefit of Canada. This, in turn, strikes at the heart of some of the "other" functions of the CPP. The provinces would presumably react with great hostility to any suggestion that control of such an important source of funds be passed to a Pension Council and, even considering the poor reputation the provinces have for spending their revenues efficiently, the mind boggles at the prospect of a bureaucratic institution controlling such a vast fund.

The Caisse de Dépôt de Placement du Québec, which handles the fund built up under the Québec Pension Plan, is right now filling a role comparable to that proposed for the Pension Council but it doesn't have to handle interprovincial squabbles and the fund is, of course, much smaller. Besides which, 60 per cent of its funds are invested in Québec government and municipal bonds—not too much different from the automatic investment under the CPP fund.

By contrast, in the third tier of financial security for the old, the assets held by private pension plans are now more than \$18 billion and the steady \$2 billion a year that they save accounts for about one quarter of net domestic saving. An expanded CPP could not generate the same level of savings because it is partially a pay-as-you-go scheme under which benefits are ultimately paid for only as they fall due.

At the end of 1972, these private funds had invested nearly \$4 billion in federal and provincial bonds (more than 25 per cent of the total assets), \$2.75 billion in other bonds (18 per cent), \$4.4 billion in Canadian stocks (29 per cent), \$1.2 billion in pooled funds that invest in a wide variety of stocks and bonds (8 per cent) and \$1.3 billion in mortgages (9 per cent). That represents a broad and significant contribution to the country's capital needs.

A Simple Choice

The thrust of the CLC's proposed switch to the CPP, therefore, boils down to a simple choice: are Canada's mammoth needs for capital investment going to be satisfied through public or private saving? To what extent

do Canadians want the Government to participate in the economy?

The CLC's proposals, however, seem to be aimed at the shortcomings of the private plans in respect of their deliverance of benefits rather than their function of providing the backbone of savings. But it's questionable whether the whole system should be eased out of the picture when the delivery of benefits could be improved through more stringent regulation.

The main criticisms of the private pension industry are that it covers only 40 per cent of the working population and that, even for those who are covered, the projected benefits are often not paid because people quit their jobs long before they collect any service. These are valid criticisms. The CLC quotes estimates that only 4 per cent to 10 per cent of benefits are ever collected. Company contributions to pension plans are based on the assumption that few of their employees will stay with them through to retirement and many people who change jobs do not even receive interest on their own contributions when they are refunded, let alone receive a fair share of the employer's liability arising from the years they worked there.

These are not, however, reasons for scrapping private pension plans altogether. The Government can quite easily lay down regulations stipulating minimum refunds from pension plans when a person quits his job. It would even be possible to require the pension funds to pay the employer's contributions in respect of any individual who leaves so that he can then put the proceeds into the pension fund of his new employer and keep a pension entitlement that covers his entire working life.

Raise Employer's Costs

This would, of course, greatly increase the cost to an employer of his pension plan—and may lead to a reduction in the size of the projected benefits—but it would at least be far more equitable in a world where the turnover of labour is rising rapidly.

There are also many ways the Government could encourage the development of private plans in industries where they are rare or non-existent. The recently introduced industry-wide pension plan in Québec's construction industry is a case in point: each worker accumulates pension benefits as long as he is working in construction, regardless of who his employer is.

The point is that there are many ways that the operation of private pension plans can be improved and any decision to solve the problems by eliminating their role entirely



Photothèque

Only 40 per cent covered by private plans

involves a massive transfer to the public sector from the private sector of the formation of savings and the placement of capital. Whichever way Canadians decide, they should at least be made aware of the implications.

Quite apart from the more common considerations of the growth of the public sector, do Canadians want to dispense with an element of remuneration that enables the stronger industries to attract a bigger share of the labour force by offering better fringe benefits? In fact, fringe benefits are an integral part of wage negotiations for many unions and the takeover by the state of the lion's share of pension benefits would actually reduce the options available to union negotiators.

The Government might also find it easier to direct capital to the most-needed areas by pressuring the pension funds—either through jawboning or through regulation—to place their money where the Government thinks existing investment is inadequate. Housing is a good example. If the Government forced an extra 5 per cent of pension fund savings to go to the mortgage market, the resulting inflow of funds would be \$100 million. The leverage afforded by this sort of measure using existing institutions may well be more powerful than setting up a whole new bureaucracy and fighting the demands of numerous vociferous interest groups who would inevitably use all the political pressure they have to snatch their share of the funds.

It is apparent that the proposal to expand the CPP to the point where it takes over the role of the existing private pension industry disturbs a great many vested interests, not to mention opening a can of worms. But, on the other hand, the CLC has a point when it criticises the shabby treatment we dole out to older citizens.

Statistics on Poverty

The statistics on the poverty that people over age 65 experience in this country do not make pretty reading, considering the affluence our economy has generated, at least partly on the backs of the retired population.

Statistics Canada has shown that, in the age bracket 70 and over, nearly two thirds of unattached individuals and 45 per cent of families have incomes below the StatCan poverty line. The comparable figures for the 65 to 69-year-olds are 49 per cent for unattached individuals and 30 per cent for families. To put it another way, in 1973, 30 per cent of all the individuals in Canada who had incomes below the poverty line were 65 or over. And 13 per cent of the poor families had a family head aged over 65. These percentages are far out of proportion to the 8 per cent which people over 65 constitute of the total population.

The problem is clearly defined; but what does the existing social system do to solve it? People aged over 65 are eligible for three programs in the system: the CPP, the Old Age Security pension and the Guaranteed Income Supplement. The OAS currently pays \$120 a month, the GIS ensures at least another \$85 for unattached individuals or \$150 for couples, and the CPP pension for fully paid-up contributors retiring in 1975 will be \$136. The GIS is reduced by whatever the CPP pays plus half of any private income.

This means that an unattached individual without any private income receives \$205 a month or \$2,460 a year; a couple with only one CPP pension receives \$390 a month (two OAS pensions and the GIS, which pays them more than the CPP) or \$4,680 a year.

The poverty line developed by the Canadian Council of Social Development is \$3,150 a year for individuals and \$5,250 for a couple. The existing social security system condemns old people without a private income to an existence well below the poverty line in 1975.

The scheduled improvements in the CPP as it stands now will, however, bring the YMPE up to the level of average earnings and if the CPP had been mature in 1975, the pension would have been 25 per cent of the YMPE (25

per cent x \$10,450), which equals \$2,613 a year or \$218 a month. This would increase the incomes of unattached individuals to \$338 (\$218 plus \$120) every month or \$4,053 a year, somewhat above the poverty line of \$3,150. For a couple, the higher CPP pension would net them a total monthly income of \$458 (\$240 plus \$218) or \$5,496 a year, barely more than the poverty line of \$5,250.

Condemned to Poverty

The CPP, OAS and GIS are all geared to the consumer price index so that further inflation will not erode their purchasing power. But the figures showing what sort of benefits pensioners will receive when the CPP matures assume that they earned more than the YMPE, which means that the 35 per cent of the population who earn less than the average wage will still be condemned to poverty even when the CPP is mature.

This indicates that the social security system still needs some improvement; but should that improvement be applied to the OAS and GIS, which course will shore up the people with low incomes, or should the CPP be extended to the point where it discourages the impulse to save in order to provide the gravy for retirement? This is a political decision that reaches right into the heart of our political system with its stress on individualism and providing for oneself.

If the state takes over entirely the provision of financial security in old age, the sources of saving to generate capital will be reduced, in large degree, to the Government and the corporations.

The immediate problem, however, lies in the present. People retiring in 1975 do not have any guarantee that they can exist on anything better than the poverty line and the position is still worse for those who retired before this year, when the CPP pension was even lower as it was being "phased" in.

The top priority for government seems therefore to be a fast improvement in the levels of benefits provided under the GIS and, maybe, the OAS. This will go immediately to the heart of today's poverty problem—which the CLC's program for an expanded CPP evidently will *not*, as the proposed increase in pension would be phased in between 1976 and 1996 as the pension benefit rises by 2 1/2 per cent a year from 25 per cent in 1975 to 75 per cent in 1996.

The CLC proposal misses the main target and it just may be attacking the central nervous system of the economy that has made us strong.

CONFLICT AND THE NATURE OF THE INDUSTRIAL RELATIONS SYSTEM

by ROY J. ADAMS

The right to strike has long been a keystone of the labour policy of most advanced industrial nations. Implicit in the right, however, is the understanding that conflict should not result in significant losses to "innocent" third parties. In recent years this criterion has often not been met. Instead, in many disputes the public has emerged as the greatest loser. This situation has given rise to an increasing public outcry for change.

The most widely heralded proposal has been to outlaw the strike for certain employees—those performing "essential services"—and to replace the strike with some formula composed of conciliation, mediation and arbitration. Arguments for and against various combinations of these procedures have been presented in a recent series of articles in this journal. Little is to be achieved by reviewing the arguments here. That task has already been ably accomplished by John Crispo (LG, Sept. 1974, p.619). One of the most interesting aspects of the series was the fact that, either implicitly or explicitly, all of the authors basically reaffirmed the essential soundness of the system of industrial relations. There were no proposals for radical change. Instead, all of the authors seemed to be saying that our system is either fine the way it is, or that a significant reduction in conflict can be achieved by modifying our industrial relations practices in certain minor ways. This presumption is, I believe, absolutely false.

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Commenting on indexing as a response to inflation, Jean Poulin states that it is "not a remedy: it is the Aspirin tablet that prevents us from feeling the pain but doesn't attack the disease itself." (LG, Oct. 1974, p.718). In my estimation, minor modifications suggested as remedies for conflict are neither likely to cure the disease nor substantially reduce the pain. Indeed, such suggestions are dangerous because they create expectations that will almost certainly be disappointed.

The conflict problem in Canada is not just one of essential industries. Conflict is inherent in the logic of the system of industrial relations. Over the past two decades, conflict has been the subject of more public debate and research than any other aspect of industrial relations. The pay-off has, however, been negligible. Instead, the level of overt conflict in the United States and Canada has consistently been among the highest in the industrialized world.

The Swedish System

Recently I spent the better part of a year in Sweden studying the Swedish industrial relations system. For many years Swedish industrial relations have caught the eye of the international community because of the relatively high level of industrial peace in that country. Many foreign observers who have visited Sweden have returned home with the conclusion that the system works for the Swedes primarily because of historical, political and social factors peculiar to Sweden. I do not wish to take up that debate here. However, regardless of the accuracy or inaccuracy of the belief that Sweden is a special case, it is still useful to compare Canadian industrial relations practices with those of Sweden in order to illustrate the fundamentally conflictive nature of the "adversary" system we have created.

In Sweden there is a genuine respect and acceptance between management and labour. It is generally accepted that trade unions play an essential and positive role in society, and consequently the position of trade union officials is one of considerable status and prestige. In Canada, as John Porter has pointed out, "trade unions are intruders whose presence is only grudgingly accepted by other institutional elites and by the rest of society. They are accepted for their power rather than any contribution they are thought to make to social life." P.M. Marcus has made the following observations about American unions, which are equally applicable to Canada:

Unions...seldom receive publicity except during strikes, violence, or when under investigation. They are depicted primarily as "taking" something or making demands. (unions always *demand* in the press, while management always *offers*.) Unions are seen as disrupting an on-going, constructive process.

Furthermore:

Because little is known about the operations of unions, and because of their low prestige, immoral acts discovered receive heightened importance and generality.

Management, on the other hand, is portrayed quite differently:

Management supplies goods and services to the general public and has higher prestige. Newspapers and other mass media consistently report their operations and contributions to community and national welfare.

One might take issue with the universality of this statement but the thrust of Marcus's argument is, I believe, sound. Business is generally thought of as constructive while organized labour is generally considered to be disruptive.

In short, Canadian society has granted only marginal legitimacy to unions. As a result, Canadian unions often perceive themselves as being under attack and they feel that they must be constantly on guard to protect the shaky rights they have had to struggle so hard to establish. Employers, especially unorganized employers, reinforce this attitude by fighting every effort of the unions to expand their influence. The Swedes would be shocked by the publication of a book entitled, *Labour Unions: How to Avert Them, Beat Them, Out-Negotiate Them, Live With Them, Unload Them*; but such titles are common in North America.

Hostile Environment

This milieu is hardly one in which the public can or should expect the unions to behave in a manner calculated to maximize the public interest. Indeed, it is incredible how responsible the majority of unions have acted, given the hostility and animosity of the environment in which they must operate.

Employers in Sweden are forbidden by law to oppose unionization and many assist unions in their recruitment efforts. In Canada, employers are accorded the right, within certain legal guidelines, to fight unionization and most exercise this right to the limit. Where unions have not been able to survive the rigors of a certification campaign, they are entirely excluded from the employment relationship.

The main argument put forth for the perpetuation of this situation is that employees have the right to freely choose union or no union and further, that employees should have the benefit of the views of both management and labour unions in order to make an intelligent choice. Although this logic has considerable appeal, it obscures the reality of the situation.

First, management has a long-standing relationship with employees in any union recruitment situation, and many employees do not wish to anger or upset their employer. Management typically attempts, however, to convince employees that by joining a trade union they are being disloyal to the firm. Second, employers have far greater access to employees during recruitment campaigns and thus have a somewhat unfair advantage over the unions in presenting their case. Third, if the union should win certification, negotiations are very difficult because of the inflammatory situation that existed just prior to certification. These realities add to the instability of the system.

Finally, to many non-union employers, "keeping the union out" is a criterion of the success of their personnel administration policies. Most employers argue that if they

do a good job of personnel management, unions are unnecessary. This argument should, I believe, be totally discredited. Due process of law is a basic right in a democratic society. If this right is to have meaning it should extend to the employment situation, because one's job in modern society is by far the most important determinant of his standing in society. Where unions are recognized, this right is protected. Although the grievance process has come in for substantial criticism in recent years, its existence is an immense improvement over the procedural void existing in non-union situations. Where employees are not represented by unions, whatever rights they have are granted, for the most part, as the result of management benevolence and may easily be taken away or abused.

Most Important Union Function

In my opinion, the guaranteeing of due process is the most important function of trade unions in our society. The great majority of laymen and far too many "experts" fail to appreciate this. Instead, the goal of unions to acquire "more, more, more" through collective bargaining is continually stressed to the point where the due process function becomes obscure and hidden. Management may have a case when it argues that it can provide terms and conditions of employment equal to or better than those of unionized employees. It cannot, however, adequately provide industrial justice. Where there is no union, management is both judge and jury of employee conduct. By this statement, I do not mean to impugn the motives of management. In my experience, the majority of managers sincerely attempt to be fair in their dealings with employees. Differences in interpretation and perception do occur, however, and in such situations, where unions are absent, employees have no recourse from unilateral management decisions.

Neither do I mean to suggest that in every union-management situation workers are ideally represented. Some unions are corrupt, others are undemocratic and still others are run by irresponsible or complacent officials. But these are not inherent characteristics of trade unionism, as so many people seem to assume. They are a blight upon a fundamentally sound social institution. Few people despise and condemn such dysfunctions more than responsible trade unionists.

Unions represent only about 35 per cent of the non-agricultural labour force. The 65 per cent of employees who are not represented by a union are subject to what is, in effect, industrial autocracy. For decades, critics have delighted in trumpeting the inadequacies of union democracy. But with the exception of a handful of intellectuals the total absence of democratic rule-making

and interpretation in most of industry has been either ignored or fully accepted. In a society that takes pride in its democratic political process and often ridicules "foreign dictatorships," this situation is an anachronism.

In Sweden both unions and employers are highly organized into strong industrial and national organizations. The large majority of blue-collar, white-collar and professional employees have joined or formed organizations which negotiate with employers, and the preponderance of employers have, likewise, constituted organizations to deal with labour issues. These organizations each have fashioned unified national wages policies designed to achieve an equitable and just distribution of income. In Canada, in most industries, employer policy has been intensely individualistic.

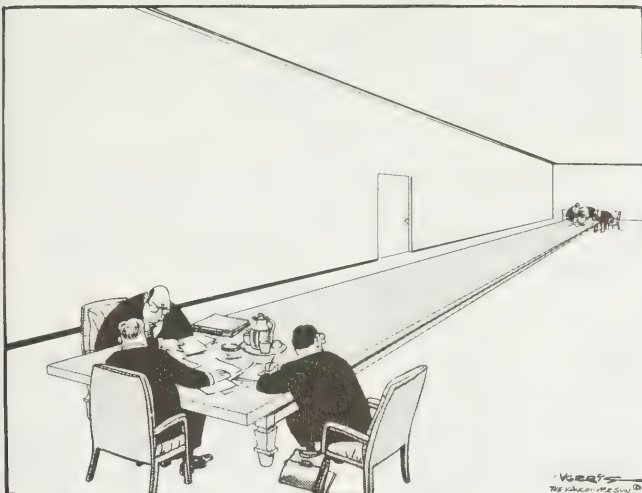
Conflict All But Inevitable

Canada is one of the few industrial nations where there is no national employer organization capable of representing the employers to the government, the unions and the public. Although the unions have moulded national organizations, their bargaining policies are, in most instances, separate and unco-ordinated. This excessive individualism and competition has given rise to an income determination system in which a high level of conflict is all but inevitable. Each time one union makes a gain, pressure is exerted upon another union to win equal or greater increases. The spiral has a limit, but conflict is usually necessary to bring it to a halt. Because of varying bargaining power, some unions do consistently well while others do poorly. Traditional wage differentials are stretched and feelings of perceived inequity lead to desperate outcries of injustice. Conflict is the usual result.

Because of co-ordinated national wages policies, conflicts for the above reasons are kept to a minimum in Sweden. They do, however, occasionally occur. For example, in recent years the Swedes have encountered problems because of the differing policies of blue-collar, white-collar, and professional federations.

In Sweden, the quality of labour negotiations is very high. Both unions and employer associations do a great deal of research and labour negotiators on both sides of the bargaining table are well trained and highly competent. Large scale educational efforts extend deep down to the shop floor. Professionals employed by organized labour and organized management have the highest prestige in society.

In Canada, the quality of labour negotiations in many instances is as high as anywhere in the world. Many unions, however, are too small to do adequate research or



Hope of settlement grew today as both parties in the dispute returned to the bargaining table...

to train their negotiators properly. Those who negotiate for small and medium-sized employers are also less competent, in the main, than might be expected. Union members, often poorly informed about the realities of the economic situation, are distrustful of their leadership and this leads to contract rejection problems. Many strikes occur as a result of these inefficiencies.

In order to adequately represent the interests of their members, trade unions and employer associations might be expected to do a substantial amount of research into basic employment issues. In Sweden, for example, the concept of "active manpower policy" was pioneered by trade union economists. Subsequently, this concept has been widely adopted not only in Sweden but throughout the western world. At present, trade union and employer organizations are carrying out research of the highest quality into new forms of work organization, new wage payment systems, education policy, immigration policy and numerous other issues of critical importance to Swedish workers. Such research by labour market organizations in Canada is rudimentary or non-existent. Most often, the research that is done is contrived to support pre-conceived positions. The sensibilities of the concerned public have been dulled by these incessant polemics and the credibility and potential influence of the labour market organizations suffers as a result.

Employer Associations Weak

Employer associations in Canada, where they do exist, are generally weak and whatever efforts they make to provide information and expertise to small and medium-sized organizations are insufficient to insure competent labour

relations policy. For the most part, associations have abdicated to labour lawyers and management consultants the responsibility of providing expert assistance. This is quite unfortunate. In many European countries, employer associations have taken on the task of easing the tensions between individual managements and unions. The associations have generally been more committed to positive and constructive labour relations policies than have their individual constituents. Association officials usually bring a high level of professionalism to their tasks.

Many employers in Canada complain of what they believe to be excessive union power. They apparently fail to realize that by pooling their resources they could achieve a level of power far in excess of that of most employee organizations. This basic fact was clearly realized early in the century in Sweden. One of the major findings from my Swedish study was that employers played a critical role in the development of the Swedish industrial relations system. They were unwilling to be buffeted about by the varying and often contrary objectives and tactics of different factions of the labour movement or by the political expediency of government. Instead, they took the initiative in building a viable and stable system of job regulation. In Canada, however, employers have been either unable or unwilling to meet the challenge. They are, instead, fond of portraying themselves as pawns of forces beyond their control.

The Canadian system does have certain clear advantages. It recognizes a wide variability in occupations and employment situations and provides machinery for small groups of employees with uniquely common interests to jointly regulate their employment relationship with their employer, who may feel that his situation is equally unique. Furthermore, where collective bargaining has been established, employees in Canada receive a degree of procedural protection that is, in most cases, probably as high as anywhere.

In contrast to Sweden, Canadian priorities have been placed on individual freedom, diversity and decentralization. In practice, this choice has produced intensive competitiveness, high levels of animosity, widespread inefficiency and narrow self-interested behaviour. Whether or not this trade-off is "good" or "bad" requires the making of a value judgment by each concerned person individually. Some may feel that the benefits of the system outweigh the costs. Others may disagree. It is essential, however, that the existence of the trade-off be clearly understood because it implies that the timid and conservative proposals currently in vogue are unlikely to significantly reduce the level of overt conflict.

Three Critical Questions

If a major reduction in conflict is considered to be a serious priority, answers to three critical questions must be sought:

1. What can be done to enhance the status, prestige and legitimacy of organized labour?
2. What can be done to ensure a more equitable system of income distribution rather than one that is based primarily upon power and circumstance?
3. What can be done to improve the efficiency and responsibility of the labour market organizations in providing useful services to their members?

There are no easy or pat answers to these questions. They imply fundamental change for which there is likely to be difficulty in winning acceptance, hazards in implementation, and uncertainty as to the outcome. To denote the problems without suggesting a solution, however, would be little more than intellectual gamesmanship. Therefore, the following proposals are suggested for discussion. Each could be highly qualified. However, black and white is more likely to produce a meaningful debate than the tedious gray of most intellectual discourse.

Proposals for Discussion

1. Federal and provincial governments should support the philosophy that trade unions are a necessary and positive force in Canadian society. Organized labour should be recognized as the legitimate representative and spokesman of working people in general, and working people should be strongly urged to join or form an appropriate employee organization.
2. Employers should be denied the "right" to oppose unionization. It should be government policy that all employed people have the right to due process and that the unions are the appropriate vehicle through which this right is to be guaranteed.
3. Unions should explore the possibilities of providing services to employees even in situations where they have not attained a majority representation. This process should be facilitated by the government through legislation requiring employers to at least meet and confer with unions acting on behalf of their members who are not represented by a certified bargaining agent. Present certification procedures would, however, remain and unions would continue to be forbidden to strike for recognition.
4. Employers should seriously consider the benefits of unified action on the industrial, provincial and national level.

Strong employer organizations could form a bulwark against extreme union demands and through research and service could enhance the quality of labour negotiations. To facilitate this development governments should consider the use of legislated inducements.

5. Trade unions should speed up the merger process so that unions of a viable size may exist in all sectors. Governmental incentives might be considered to aid the process.
6. In our complex modern society the position of labour negotiator requires a level of skill and knowledge similar to that of other professionals. Both the public and the membership of the relevant organizations have a right to expect professional competence from those involved in the bargaining process. Therefore, federal and provincial governments should explore ways and means of ensuring such competence. The self-governing procedures of the established professions might be given consideration as relevant models.
7. Academics should be encouraged to pursue research into the efficient administration of trade unions and employer organizations. There has been a vast amount of research concerning the administrative efficiency of business and government but practically none concerning trade unions or employer associations. Governments could facilitate such research by providing substantial research funds.
8. The proposal put forth several years ago by Harry Waisglass that all incomes and prices be made public should be required by law. This would put massive pressure on employers and trade unions to rationalize and justify their wage policies and would more clearly illuminate income problems than do currently available statistics.
9. Trade unions should give pay inequity the highest priority and a concerted attempt should be made to produce a national co-ordinated effort to achieve an equitable distribution of income. Federal and provincial governments should make it known that their support is contingent upon union efforts in this regard.

The effect of these proposals would be to radically change Canadian industrial relations. Therefore, I have no idealistic illusions about their immediate widespread acceptance. I realize that it would be very difficult to implement some of them. Nor can one be absolutely certain that they would have the desired effect even if they were adopted. It is, however, important to realize that alternatives to our current practices do exist. Our system was not created by God but by men and, given the will, it can be changed. To achieve industrial peace, fundamental change is essential. Anything short of radical change would leave the root causes of the conflict problem untouched.

IS FULL EMPLOYMENT AN IMPOSSIBLE DREAM?

by ROY LABERGE

Has full employment become an impossible dream? There are growing indications that it has, and that more and more Canadians, including politicians, are accepting high unemployment as a permanent part of the Canadian economy.

Here are some of the signs that unemployment is being recognized as a persistent, rather than a temporary economic ailment:

- The Economic Council of Canada has revised its unemployment target upwards, first for this year and again for 1976.
- Fewer and fewer economists are talking about Canada's having a choice between high unemployment and high inflation; for some time we have had both.
- The federal government has stiffened its immigration regulations, and has issued a Green Paper on immigration point out drawbacks to the status quo and calling for public discussion of policy options.
- Devices for keeping people occupied outside the conventional labour market have multiplied. One example: LIP provided about 30,000 jobs during the last two years, at a cost of about \$90 million each year.
- More significant: the percentage of Canadians 14 and over at school full time rose from 7.5 in 1960 to close to

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11 in 1970, and between 1946 and 1969 the percentage of the 14-19 age group participating in the labour force dropped from 60 to 38.

- The increased participation of women has expanded the labour force so much it is questionable whether it is now possible for the economy to provide enough jobs to keep unemployment at a rate once considered reasonable. In the decade ended in 1972, the percentage of women 14 and over in the labour force rose from 29.9 to 37.9, and women as a percentage of the labour force increased from 27.3 to 32.9. By 1980, those percentages are expected to reach 41.1 and 35.7 respectively.
- What's more, women are no longer holding jobs just during the few years between leaving school and getting married, and having their first child. Between 1946 and 1949, participation in the labour force by women in the 25-44 age group rose from 22 to 44 per cent; by women in the 45-64 category, from 15 to 36 per cent.

These changes in the economy are reflected in the changing economic forecasts through the years by the Economic Council of Canada.

The ECC was established, with broad representation from business, labour, education and other segments of Canadian society, to advise the Government on medium- and long-term economic policy. In its first annual review, in 1964, it published a set of economic goals which it then considered "reasonable." One was an average unemployment rate of 3 per cent, to be aimed at "over the balance of the 1960s."

In 1964, that goal did not appear as unreasonable as it might today. During the 1946-53 postwar boom, the average annual unemployment had been only 2.8 per cent, although it rose to 4.3 per cent in 1954-57 and to 6.7 per cent in 1958-62.

That "reasonable" goal of 3 per cent has not been reached, however. The average unemployment rate for the rest of the 1960s was 4.7 per cent. By 1971 it had jumped to 6.4 per cent. It was 6.3 in 1972, 5.6 in 1973 and 5.4 last year.

In its 1972 annual review, the ECC set a revised interim goal of 4.5 per cent unemployment for 1975, and in its 1973 review, it retained that target for 1976.

The Conference Board of Canada, an independent research body supported by the business community, predicts that unemployment will average 7 per cent this year. The board is headed by Arthur J. Smith, a former chairman of the ECC. Russell Bell, the research director of the Canadian Labour Congress, also predicts 7-per-cent unemployment for 1975. Yet both see prices continuing to rise rapidly.

It is obvious that the so-called "trade-off" theory that guided Canadian economic thought for three decades is just not working. According to this theory, a country has the choice of trading off unemployment for inflation, or vice versa. What governments tried to do was maintain a balance between the two by stimulating the economy, spending money and lowering taxes, in times of business slowdowns, and practising austerity and raising taxes when too-rapid expansion threatened inflation.

This was the Keynesian theory that became popular during the Great Depression of the 1930s. It was refined in the 1950s and 1960s by a school of thought called the Monetarists, who believed that the same results could be achieved by increasing or decreasing the money supply.

Federal policy in Canada has been developed according to these theories, but the economic changes of the last several years have brought them into question. To the

dismay of the traditional economists, Canada has had both a high rate of inflation and high unemployment.

In its ninth annual review, in 1972, the ECC said a simple trade-off theory is not tenable; that the links between unemployment and price changes are "complex and indirect."

The CLC's Mr. Bell puts it more bluntly: "The trade-off is dead. The Government's economic advisers are schooled in the old text books of economics, and they just aren't working any more."

In his budget speech last November, Finance Minister Turner spoke of a new trade-off "between inflation and slower growth" and said inflation, if allowed to get out of hand, "threatens the continued growth of real income, production and employment." The budget was aimed at both sustaining demand, and ensuring that private capital investment remains strong.

Some economists are turning to a theory that recognizes unemployment as permanent in our kind of economy, and not as socially harmful as it once was, largely because of measures now available to provide purchasing power to people without jobs, such as unemployment insurance and expanded welfare programs.

They point to the growing centralization of power among a small number of giant firms which, for all practical purposes, hold a monopoly of their industry: they control supply and can set prices within almost any agreed-upon range. What these firms seek in their planning is stability, and for the sake of stability they are willing to pay premium wages over long-term collective agreements.

Their high prices and high wages contribute to inflation in the total economy, but that inflation doesn't hurt these firms because they have taken it into account in their planning. Their wage costs are fixed and known for the period of the collective agreement, and to them a high rate of unemployment is an advantage because it means they can hire from a long queue of unemployed workers.

Since these oligopolies in steel, pulp and paper, mining and the auto industry will continue to dominate the economy for decades, economists who hold this theory contend that high unemployment is here to stay.

One of the factors in the persistence of high unemployment is regional disparity, which is proving to be a more complicated problem than policy makers apparently once thought. In 1962, the ECC pointed out that regional disparity had continued through four decades embracing "buoyancy, expansion, a severe depression, a prolonged war and a period of revived national growth."



Won't tolerate deviation from work ethic

Regional disparity has persisted through the decade since then. The tragic truth is that overall efforts to boost economic activity don't alleviate regional disparity, especially in unemployment, but may even worsen it, since they produce jobs in the more prosperous areas.

In 1973, when the average unemployment rate in the country was 5.6 per cent, the rate in the Prairies was only 3.9 per cent, and in Ontario, 4 per cent. However, the rate was 6.5 in B.C., 7.5 in Quebec and 8.9 per cent in the Atlantic provinces. In Newfoundland, it was 23 per cent, more than double the 1966 rate there of 11 per cent.

Canadians appear less optimistic than in the past about the effectiveness of programs to attract industries to low-growth areas. In a study for the C. D. Howe Research Institute, a Canadian economist, David Springate, found that many projects supported by the Department of Regional Economic Expansion could have gone ahead anyway

without the federal aid. In many cases, Springate says, the Government was approached only after the company had made its decision about where to locate. A similar conclusion was reached in a study by a professor at the University of Ottawa, Carlton L. Dudley.

Although unemployment persists, and was a major issue in the 1972 federal election, it has since almost dropped out of contention as a public issue as attention turned more and more to the problems of inflation. After the 1972 election, the Government did what the opposition parties had asked it to do, stimulate the economy. Nevertheless, the 1973 inflation rate of 7.6 per cent did not end high unemployment.

So full employment may be an impossible goal, but it is highly unlikely that most Canadians are willing to accept the possibility that a major part of Canadians of working age will regularly have to be subsidized by the taxpayers, whether through welfare, a subsidized unemployment insurance fund, subsidized post-secondary education or make-work programs such as Opportunities for Youth or Local Initiatives projects.

Reuben Baetz, the director of the Canadian Council on Social Development, points out that despite a pronounced trend toward greater liberalism in Canadian value systems and life styles, "Canadians still will tolerate little deviation from the traditional work ethic."

He adds: "It seems we can accept all types of behaviour in healthy people as long as they display their ability to remain self-reliant through work. The only exceptions are a few top-income Canadians who have never worked and will never work, and a handful of handy cop-outs at the other end of the income spectrum who reject what they regard as the overly materialistic values of our society."

If unemployment is here to stay, the politician who wants to stay in power, or gain power, might do well to ignore that fact in his public posture.

Labour Peace Commission

CONTINUING THE DIALOGUE

by ED FINN

The response from federal and provincial labour ministers to my Labour Peace Commission proposal (LG, Nov. 1974) dashed all hope of its being given a trial in any of the eleven Canadian jurisdictions.

Not that the replies have been uniformly negative. On the contrary, most were quite complimentary, especially in referring to my diagnosis of the ills that beset collective bargaining in the public sector. When it came to my prescribed remedy, however, they all expressed reservations of some kind, either in principle or practice.

When the diplomatic verbiage is stripped away, the message that comes through from the ministers is that none of them is prepared to take the political risks that would be involved in setting up such a tribunal. Even those who admit it might have the peacemaking effects I outlined—or who confess they don't have any better ideas—are reluctant to deviate that far from the conventional bargaining procedures.

Naturally, I am disappointed. It seemed to me, when I drafted my open letter to the labour ministers, that the obvious inadequacy in the public sector of the adversary system of labour relations—and the mounting chaos it was

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Photo Features

producing—would prompt at least one of them to experiment with the LPC concept. I underestimated the entrenched power of those in government, in management, and in labour who have a vested interest in preserving the existing system, no matter how inappropriate or disruptive it may be.

At the same time, I have to be careful not to become so wedded to my own proposed solution that I turn into a fanatic. The Labour Peace Commission idea does have flaws, and some of the ministers (as well as others who offered constructive criticism) have correctly identified them. But I don't think these defects are sufficiently serious to invalidate the proposal. I still think the basic concept is sound, if implemented by a government genuinely committed to making it work.

Critiques of Ministers

In the interests of keeping the issue alive, at least in the debating stage, I'd like to comment on some of the ministers' qualms and critiques, along with the reactions of other politicians, journalists and labour officials.

The federal minister of labour, Hon. John Munro, referred to my suggestion as "probing and thoughtful." He thought it "will assist us in moving in the direction of finding new solutions to labour-management problems..." He rejected the LPC, however, on the grounds that the adversary system is not "inevitably negative" and that it can be adapted successfully to the public sector. "The parties accept the necessity of third-party intervention (when the public interest is severely threatened)," he wrote, "but that does not mean that they want to surrender the free bargaining system to the third party as a matter of course. In certain sectors of the public service, employee organizations have the option of choosing third-party instruments for settling disputes in bargaining. The essence of this system is the freedom of choice between eventual strike action or arbitration."

Mr. Munro has obviously misinterpreted my proposal. A Labour Peace Commission, as I envisage it, would not involve the surrender of free collective bargaining. Its principal function, in fact, would be to furnish reliable, up-to-date facts and figures to the negotiators of both sides, to assist them in reaching voluntary settlements. Only when the free bargaining process breaks down would the secondary function of the LPC be activated—and then simply to *suggest* objective settlements terms, not to impose them.

The blunt truth is that collective bargaining is failing, more and more frequently, to produce voluntary agreements, especially in the area of public services. The result is an alarming increase in strikes and lockouts, which can be prevented—if at all—only through some form of third-party adjudication. And no matter if they are called mediators, conciliators, arbitrators or anything else, these third-party "referees" are being called upon to expedite or devise settlements in nearly half of all contract negotiations involving public employees.

Some critics of my proposal claim it would be impossible to staff a Labour Peace Commission with adjudicators sufficiently wise to formulate "fair and adequate" criteria for dispute settlements. Of course, I am the first to concede that omniscient, infallible human beings can't be found to serve on any judicial agency. But the ad hoc specialists we are now using don't have godlike attributes, either, and they are guilty of many errors of judgment. There is no consistency between the terms they suggest or impose.

Since they are called in only after a crisis develops, and since they have neither the time nor the resources to make more just and rational decisions, there is much dissatisfaction with their services.

Would it not be preferable—if we are to have third-party intervention, anyway—that it come from a permanent tribunal, composed of the most qualified people available, with ample time and facilities to produce reasonable, well-documented, consistent recommendations? Granted, they would prove far from infallible, but I feel certain they would improve substantially on the "track record" of the existing motley crew of ad hoc Solomons on whom we now rely.

One of the failings of the present system is that in most cases the very best adjudicators—men of the calibre of Senator Carl Goldenberg, Mr. Justice Emmett Hall, and Judge Allan Gold—are not called upon until a dispute has resulted in a damaging strike. Senator Goldenberg's most recent achievement was his excellent arbitration award in the dispute between the Toronto Transit Commission and its employees. It was generally acceptable to both sides.

Had his report been available in the form of recommendations from a Labour Peace Commission when the impasse first occurred, it would almost certainly have averted the TTC strike. The same could be said of the arbitration award of Mr. Justice Hall in the aftermath of the 1973 railway strike, if he had been chairman of a federal LPC before that very costly strike began.

No Powers of Compulsion

Labour Minister Munro's misconception of the Labour Peace Commission as a body to be vested with arbitrary powers, and one that would take the freedom out of collective bargaining, was shared by several of his provincial counterparts. This puzzles me, as I thought I had been unequivocal in stating that the LPC should have no powers of compulsion whatsoever. Its success or failure would be determined by the degree of competence, fairness and credibility it could establish. That is why I stressed the importance of appointing to such a commission only the most able and experienced candidates, individuals who are well-known and respected by labour and management alike. Granted, such qualified persons are now few in number, but there are enough to staff at least three or four LPCs; and it would surely be possible for the required additional commission members to become qualified.

Despite my efforts to put forward my proposal in clear and concise language, different ministers interpreted it in different—almost diametrically opposite—terms. Manitoba Labour Minister Russ Paulley, for example, replied that he was "not in favour of clothing such commissions with the

kind of authority which Mr. Finn's article appears to envisage, which to me is tantamount to compulsory arbitration." And the minister of labour for British Columbia, Bill King, referred to the proposed LPC as "a tribunal with arbitration-like powers."

In contrast, Saskatchewan Labour Minister Gordon Snyder correctly perceived that I was opposed to giving the LPC any power other than that of moral suasion. "I was impressed," he wrote me, "to notice that you reject the conventional and doctrinaire solutions that are usually made to us, such as compulsory arbitration..."

Mr. Snyder's response was probably the most positive. "Your idea that the commission could, if necessary, establish recommended terms of settlements where the parties are unable to negotiate a settlement is a good suggestion. I will certainly consider the idea and its implications very fully," he promised. "As you point out, it would certainly put a heavy onus on the parties to accept the recommendations unless they could prove them to be unfair or inadequate."

In his reply, B.C.'s Bill King erroneously compares my proposed LPC with the ill-fated Mediation Commission established in his province by the previous Social Credit government. There is, of course, no similarity between the two. The LPC would require no special legislated authority whatever. It could be created without altering present legislation, and exist as a source of both reliable information and impartial settlement terms that the parties could make use of, or ignore, as they chose.

Far from interfering with the right to strike, as Mr. King also implies, such a commission, to function effectively, would have to deal with unions that had the broadest rights to withdraw their labour. That would be one of the prerequisites to its success. The commission, by devising "fair" and "adequate" settlements terms, would strive to make strikes by essential service employees unnecessary rather than illegal. The strike, after all, is a means to an end—and if the end can be achieved with far less cost and effort, most unions will gladly choose that alternative.

Mr. King asks how such a commission would determine what constitutes fairness. I admit that such terms as "fair" and "adequate" are subjective. But that is what leads to conflict in the first place. A breakdown occurs in direct negotiations because the unions and management representatives have different notions of what those terms mean, and cannot reconcile them. That is going to continue to happen, and when it does, those terms have to be defined sooner or later, either in open conflict or by some third party. At present, the third-party adjudication is hastily contrived by government-appointed referees, and sometimes even by the legislative assemblies themselves.

Is this haphazard approach really preferable to having a full-time, highly skilled, properly staffed, independent body to produce suggested settlement terms when needed? The logic of Mr. King and others in wanting to cling to the existing ad hoc, inconsistent, patchwork process is beyond my comprehension.

Impartial Agency Essential

Quite apart from other considerations, I believe an impartial adjudicative agency is essential in the public sector to eliminate the conflict of interest that governments face when they act both as employer and as protector of the public interest. Can one fairly and objectively act as both player and umpire in the same game? Perhaps. But can one convince the other players that justice is being done? I fail to see how.

Although most of the labour ministers accepted my diagnosis and rejected my remedy, Hon. A. E. Hohol of Alberta rejected my diagnosis but found "merit" in the Labour Peace Commission...because it is supportive of an effective collective bargaining process. "However, he doesn't promise to experiment with it, or even to study that possibility, and concludes with a rather platitudinous reference to the need for establishing "an ever effective collective bargaining system." After reading his letter several times, I'm still unable to comprehend why he spurns my basic premise that the adversary system was not designed (and is inappropriate) for the public sector. I suspect he misunderstood my thesis, especially when he misquotes me as blaming public policy for creating the adversary system. That's not what I said. I blamed public policy for *transplanting* the adversary system from the private sector, where it's still an acceptable "profit-sharing" mechanism, to the public sector, where there are no profits to be fought over.

The labour minister of Prince Edward Island, Hon. George Henderson, in his otherwise complimentary letter, wonders if the Labour Peace Commission is not just another "gimmick." I can only respond that it wasn't intended to be a gimmick, and that, in my view, it would not be at all gimmicky if implemented by a government firmly committed to it. Mr. Henderson also voiced the fear that "if cases were referred (to the LPC) in any great numbers, it might possibly be identified as a government wage control board." Again, I would not expect that to happen if the commission were set up as a truly independent and autonomous agency. I would anticipate, to the contrary, that governments would often disagree with the size of wage increases recommended by the LPC, which would presumably base its proposals on the merits of each individual case, rather than adhering to any general wage guidelines.

In fact, I suspect that much of the reluctance to establish an LPC stems from the politicians' fear that it would *not* be subject to their influence, that it would make decisions affecting the expenditure of public monies without the constraints of public policy. This is true enough. But isn't that what is happening already, through the ad hoc arbitration and conciliation procedures? Under the LPC, governments would at least have the assurance that each wage increase recommended would be justified factually and statistically. And there would be another advantage to governments. They would be relieved of the present sticky problem of being unable to grant extra-large increases, even when justified, for fear of setting dangerous precedents. If such variations were sanctioned by an impartial tribunal, they would not set precedents for government, nor bind the government to them in any way.

The labour ministers of Newfoundland, Nova Scotia, New Brunswick, Québec and Ontario declined to comment on my proposal, displaying a lack of interest in possible reform—or even in discussing the subject. This is regrettable, especially for the two largest provinces, which are most in need of improved labour relations. The silence from Québec was predictable, I suppose, reflecting an automatic rejection of any idea that originates from an Anglophone. And the Ontario apathy is unfortunately characteristic of a province whose whole labour relations system is probably the most regressive in the country.

Letter of Commendation

I did receive a letter of commendation from one member of the Ontario government, Mr. Frank Drea, MPP for Scarborough Centre and parliamentary assistant to the Ministry of Consumer and Commercial Relations. He described my open letter as "the first real attempt at trying to come up with the elusive alternative to the present system," and put my LPC proposal on the Order Paper for debate in the current session of the Ontario Legislature. Mr. Drea's favourable response no doubt stems from his knowledge of the industrial relations scene, derived from his years of experience as a labour reporter for the now defunct *Toronto Telegram*. His expertise, unfortunately, is not shared by any of his colleagues, including the latest minister of labour, Hon. John P. MacBeth.

Mrs. Shirley B. Goldenberg of the Faculty of Management at McGill University provided another reason for the negative response from Québec. In writing to say that she believed the LPC concept "is certainly worth a try," she added "it is hard to be optimistic when I consider the situation in my own province. The success of a Labour Peace Commission, as you point out, is largely dependent on confidence. It is especially dependent on good will. What happens when the motto of one of the parties is

'Cassez le système'? The politicization of public sector labour relations is a complicating factor in Québec."

True enough. To be effective, an LPC would have to operate in a climate where the contending parties were at least receptive to third-party advice. As long as they are totally committed to bludgeoning each other into submission, a Labour Peace Commission would be a useless appendage to the adversary system rather than an alternative to it.

Senator Eugene Forsey, a former director of research for the Canadian Labour Congress, wrote an approving letter describing my proposal as "invaluable." He said that, "though far more complete and well thought-out, it is not substantially different from one I made about railway disputes some years before I retired from the Congress."

Another favourable response came from Max Saltzman, MP for Waterloo-Cambridge, and finance critic for the New Democratic Party. "It seems to me that we really can't go on indefinitely with the all-out adversary system," he wrote. "I have always found it a little difficult to understand how socialists have been amongst the least willing to minimize some of these clashes. Presumably it comes from the Marxian analysis of class conflict, but I just can't see that our particular society really lends itself to that kind of a solution. I have often thought that we would have to evolve a system of labour jurisprudence based on definable criteria that would flesh out words like 'fairness' and 'adequacy' and in which decisions would be based on mutually agreed-upon evidence and facts. That is probably a long way off, but your proposal strikes me as a way of moving toward a rational resolution of conflict rather than the highly emotive ones we now depend on...I hope they listen to you."

The only written response I've yet received from a labour official came from Larry Ryan, secretary-treasurer of the Victoria, B.C., Labour Council. "Your basic proposal makes sense," he wrote, "and would fit the B.C. situation where now six of the top ten unions belong to the public sector, and where the prevailing Labour Code philosophy is based on the concepts of another era. I found your analysis challenging and constructive."

Noticeable Coolness

Mr. Ryan's favourable reaction has not been typical of the labour movement. Although I have not seen or heard any strong attacks on my proposal by union officers, I have detected a noticeable coolness to the idea, and in some labour quarters a wariness bordering on hostility. This was to be expected. It would be quite naive to think that public service unions would consider scrapping the adversary

system unless they had some firm guarantee that its substitute would prove just as effective and fruitful. After all, public employees are only just learning how to make the adversary system pay off. After many years of having substandard employment terms imposed on them by employers who have exploited their essentiality and denied them full bargaining rights, they have rebelled. They have seized those rights and exercised them, often in defiance of unjust laws. And their new-found militancy has produced the results they sought—wage and benefit levels that previously were confined to workers in the private sector.

The public service unions must therefore be excused a certain cynicism in assessing the growing concern over the strikes they are forced to conduct. They note that the adversary system seemed to be quite acceptable when practised one-sidedly by governments. Only now, when the employees also are learning how to play the adversary game, is there an outcry that the rules be changed. My LPC proposal is viewed—mistakenly but understandably—as an alternative that would give employees less than they can wrest from governments and other public employers by the unfettered—if sometimes illegal—use of the strike weapon.

I was asked by an official of the Canadian Union of Public Employees whether I thought a Labour Peace Commission would have recommended the 50 per cent increase for Toronto hospital workers achieved last year through an illegal strike threat. I replied without hesitation, "yes." For that increase, though unusually large, was obviously justified; and I would expect an LPC to endorse any justified wage boost, regardless of its size, if it were necessary to correct long-standing disparities. If an LPC did not base its recommendations primarily on merit, it would soon discredit itself in the eyes of organized labour and inevitably suffer the same fate as the B.C. Mediation Commission and the federal Prices and Incomes Commission. Indeed, I would say that the first priority of a Labour Peace Commission would be to redress the imbalance of income levels in the public sector, particularly among such chronically underpaid groups as hospital workers. Until these inequities are corrected, occasional abnormally high increases must be recommended and approved by any impartial body designed to establish and maintain fair and adequate employment standards.

I am not implying that a Labour Peace Commission would necessarily have to live up fully to union expectations, no matter how large wage demands might be. But it would have to establish a reputation for fairness and integrity if it hoped to woo public service unions away from the strike route. For they have found out in the past few years that the adversary system "works" as well for them, as for unions in private industry. The size of some of their recent wage gains attests to that. If the socially unpleasant effects

of the adversary system are to be avoided, it can only be through an alternative system that produces equivalent pay and benefit levels. As long as governments and other public employers adhere to the adversary system, forcing their employees to fight for these improvements, they will have to pay the double price of both rising labour costs and disruptive strikes. A Labour Peace Commission could prevent most strikes by essential workers, and perhaps even reduce somewhat the size of wage settlements, since most employees would be willing to take a little less to avoid the loss of pay entailed by a strike.

Morden Lazarus, the former public relations director of the Ontario Federation of Labour who now publishes a news service for labour journals, says that "many trade unionists are likely to be skeptical of any innovative idea such as a Labour Peace Commission. They may very well think that many more fundamental things will have to be changed before labour and management walk down the road arm in arm. However," he added, "it is healthy for fresh concepts to arise within the trade union movement, and it is healthy for union members to consider and criticize them."

Union Skepticism

An indication of the union skepticism to which Mr. Lazarus referred came from Claude Edwards, president of the Public Service Alliance of Canada, in an appearance last December before a Joint Senate-Commons Committee. "No creation of a structure dedicated to labour peace will work," he said, "unless government pay policy is more realistic...We could not support the creation of a supra-national labour peace committee. It is the good will of people, of individuals at the negotiating table, which can do more to maintain harmonious staff relations."

I have no quarrel with Mr. Edwards' last observation. It simply echoes the point I made in my open letter that it is up to governments to take a more enlightened approach to their relations with employees, and to take the initiative in abandoning the adversary system. Such a change in government policy would have to precede the establishment of an LPC if it were to have any chance of functioning effectively. I would hope, however, that, if that precondition were met by government, Mr. Edwards would take a less negative view of the LPC concept.

Press comment on my proposal has generally been favourable, or at least open-minded. The Canadian Press did a good story on it, which was used by many newspapers across the country. Murray Goldblatt gave it full and sympathetic coverage in his *Montreal Star* labour column. And George Dobie, veteran labour reporter for the *Vancouver Sun*, was particularly fulsome in his praise, calling it "a great idea." He pointed out that, even with an

LPC in operation, "the normal procedures would apply regarding the right to strike or lock out...But Mr. Finn's commission already will have come to the fore by researching the dispute in detail in major areas in advance of preparing settlement terms. At some point in time, whether or not there has been a shutdown, the parties will have had to accept the settlement. The point is that labour and management negotiators have lots of time to exercise their right to free collective bargaining. If they can't get a settlement and have to become a burden on the taxpayer, there should be some obligation to accept an independent settlement."

I would add only that the "obligation" would have to be strictly moral, not compulsory—and that even moral suasion will not work unless the proposed settlement terms are clearly based on the criteria of justice and adequacy.

Mr. Dobie touched on a crucial point when he wondered in print, "Wouldn't it be interesting to know now what portion of labour department budgets is spent on providing assistance (mediation, conciliation, arbitration, industry specialists, as well as statistical data) to union and management antagonists to settle their grievances...and the degree of success."

A Labour Peace Commission, equipped with the technical resources to produce full and reliable data on employment standards, would greatly reduce the costs of maintaining the fragmented and often duplicated research facilities now operated by several government departments and Statistics Canada. It would also cut conciliation, mediation and arbitration costs considerably, since there would be much less reliance on these ad hoc peacemakers. I suspect that the coolness displayed toward the LPC idea by most of the lawyers, academics and other professional adjudicators who are now handsomely paid for their efforts to resolve industrial disputes stems in large part from their realization that an effective LPC would drastically reduce the demand for their services. It should not be forgotten that these specialists—no less than the full-time labour and management "gladiators"—have a vested interest in perpetuating the adversary system.

Strongest Press Criticism

The strongest press criticism of my proposal came from Peter Slee, labour reporter of the *Hamilton Spectator*. He argued that it would "eliminate any incentive to constructive good-faith bargaining between the parties themselves because negotiations would be carried out under the knowledge that the commission will determine the final outcome. In fact, it would discourage realistic proposals from both sides, with the union fearing that its demands may fall short of the commission's

recommendations, and management fearing to offer more than the commission recommends."

That might be the case if the commission's proposed terms were to be revealed whether an impasse was reached or not. But in fact the commission would only put forward its recommendations if and when negotiations broke down. There would be nothing to inhibit a voluntary settlement, since there would be no commission second-guessing to embarrass either side. Besides, if the prospect of third-party proposals were to have the discouraging effects Mr. Slee describes, would it not have the same effect at present in any set of negotiations that the parties realized could go to conciliation, mediation or arbitration? I don't think his argument stands up.

Mr. Slee contended also that the LPC, by basing its criteria on private sector precedents, would "guarantee the continuation of the current time-lag between innovation in private sector bargaining and the adoption of these innovations in the public sector." He went on to claim that groups such as hospital workers, who have no counterparts in the private sector, "would continue to fall behind employees in other types of occupations."

This would be true only if the LPC's scope and philosophy were to be as narrowly circumscribed as Mr. Slee conceives them. (He described the commission's ability to innovate as "extremely limited.") On the contrary, I would expect the commission to be guided more by humanitarian than by statistical considerations, and to have the broadest powers to set new levels of employment benefits in the public sector. That is why I suggested that the chairman of a Labour Peace Commission be someone of the stature of Senator Goldenberg or Mr. Justice Hall, men who can identify and sympathize with working people, who don't hesitate to break new ground, and who can be relied upon not to confine their recommendations to a comparison of cold statistics.

Mr. Slee makes three more criticisms. One is that "the commission system would leave a group of people not involved in the particular operation to determine what's important to the employees and employers themselves." The second is that strikes may still occur over non-monetary issues that would not fall within the commission's compass. The third is that "no new machinery is needed to achieve the voluntary good-faith granting of what's fair and equitable in civil service contracts. All that's needed is reasonable men of good will."

The first of these points is valid, as far as it goes. Obviously the people most qualified to judge what's important in a dispute, and to resolve the conflict, are those directly involved. The establishment of an LPC would not take that right away from the parties. Only if they are

unable to agree would the LPC enter the picture. As Mr. Slee says, the commission members won't have the personal experience or knowledge of the industry that the parties themselves have; but that is true of most of the ad hoc third-party referees now being used. At least the members of an LPC, employed at this peacekeeping job on a permanent basis, would have more time to become familiar with the operations of each industry under their jurisdiction.

The argument that non-monetary matters beyond the commission's scope could lead to strikes, even if the major financial items are settled, is indisputable. As I said in my open letter, I'm not suggesting that the LPC would be a panacea, that it would remove all possibility of conflict. I admitted that some strikes would still occur, no matter how successful the commission might be; but I expressed the view that their numbers would be greatly reduced. I believed, and still do, that nine out of ten strikes are over major monetary issues. It is rarely that a group of workers will feel so strongly about local working conditions that they will stage a walkout, especially if they are reasonably satisfied with their wages and major fringes. But when they do, that's part of the price we must pay if we wish to preserve basic rights and freedoms.

Both Player and Referee

I don't agree with Mr. Slee that all that's needed to eliminate the disruptive effects of the adversary system is more good will and good faith by the negotiators. That, I would agree, is a vital prerequisite. But we would still have the conflict of interest inherent in any situation where government is both the employer and custodian of the "public interest"—both player and referee; and, in a crunch, the enforcer of settlements by legislative fiat. The injustice

of this multiple role-playing—or even the imagined injustice that the employees see in it—will always be a barrier to amicable labour relations in the public sector unless the services of an impartial agency are made available. We have recently seen a graphic display of this conflict of interest in the dispute over the salaries of Members of Parliament. The same conflict of interest, only one step removed, is involved in the government's setting pay levels for its own employees. And the answer is the same in both cases: Turn over the job of developing guidelines and making recommendations to a competent, neutral third party.

In closing this rebuttal, I am under no illusion that anything I could say to critics of the LPC concept would change their minds. One reacts to a proposal such as mine on two levels: the intellectual and the visceral. The second level is not merely instinctual, but is based on the totality of one's experience in the labour relations field, on one's feeling of what is feasible and what isn't, and, perhaps, on one's philosophical biases and vested interests too. This gut reaction (which admittedly is often just as reliable as a purely rational assessment) is immediate and not ordinarily susceptible to change.

I haven't given up on the Labour Peace Commission proposal, but this is the last I will write about it for some time. When I outlined it in my open letter to the labour ministers, I referred to it as "an idea whose time has come." I was wrong. Apparently, there will have to be much more frequent and more disruptive disputes in the public sector before governments will consider abandoning—or even modifying—the adversary system. I had assumed that the politicians would have learned by now that they can't treat their employees as adversaries without inflicting on the public the socially damaging effects of that labour relations system. I greatly overestimated the politicians' capacity to learn from their mistakes.

SHIRLEY CARR: A Profile

by JACK WILLIAMS

Shirley Carr, first woman to be elected to a top office in the Canadian Labour Congress, believes the Canadian labour movement is headed toward a much more promising future; and she intends to have a part in getting it there. Mrs. Carr is a woman who expresses herself with a determination that leaves the impression she would be annoying, at least, to anyone who got in her way.

When she stepped into the important position of executive vice-president of the Canadian Labour Congress last spring, she had a background in public service unionism at both local and provincial levels. Beyond this, she came of a trade union family. Her father had been a Cape Breton coal miner before moving to Ontario and establishing a butcher business at Niagara Falls. That was before the Great Depression, and during the difficult days of the thirties the business collapsed.

The Carr family went through the bitter experience of getting along on welfare for several years; and so it was not surprising that Shirley, the seventh of nine children, later showed an interest in social work. When she left school she filled various positions in the offices of the Township of Stamford before she reached the welfare department. But it did not take long for her to decide: "That was my cup of tea."

As a permanent employee she had her first contact with the union. A short time later, the Township merged with the City of Niagara Falls, and the union, confronted by an antagonistic management, entered a difficult period of adjustment. It was during this time that Mrs. Carr emerged as a leader, eventually becoming president of a new local of the Canadian Union of Public Employees.

Jack Williams, former public relations director for the Canadian Labour Congress, is a freelance writer.



Thomas Studio

Of the 450 members, 400 were men. Then she was elected president of CUPE's Ontario Division.

This, in addition to being a wife and a mother—the Carrs have one son—might seem enough to keep anyone busy; but she still found time to serve as a vice-president of the Niagara Falls division of the Council of Women, and vice-president of the Niagara Falls YWCA. As if that were not enough, she studied at and graduated from the School of Labour Studies at the Niagara College of Applied Arts and Technology, and took a correspondence course in welfare administration from the Ryerson Polytechnical Institute. She still maintains her Niagara Falls women's organizational connections, though her absence from home prevents active participation.

All this is symbolic of a drive that seems characteristic of Mrs. Carr. A headline in the *Vancouver Sun* when she was a candidate for the CLC office during the convention in that city—"Shirley Reaches for the Top"—is an accurate description of more than a single event.

A Politician at Heart

Trim and vivacious, her dress reflects her personality—businesslike without any sacrifice of femininity. She speaks

forcefully, in private conversation as well as in her public addresses. Some of her critics have suggested that she sometimes is inclined to overstate her case; but obviously the emotions run deep. At heart she is a politician, enjoying the new experience of working at the national level, and ready to benefit from that experience.

Her election at Vancouver was taken for granted, and she easily led the race among three candidates for the two executive vice-president positions. Her name was on the slates of both the administration and the "reform" groups.

This marked the first occasion a woman had been elected to a full-time position in the CLC. It was regarded as recognition of the place of women in the labour movement, a nod in the direction of a new status for women.

Mrs. Carr has some definite views about this trend, and about the Women's Liberation Movement:

"First of all, my basic philosophy is that I am a trade unionist; and as a trade unionist I believe in equality for everyone. I think the Women's Liberation Movement has done some good things, and has brought forward some good information. But I also think they are destroying some of the things we had already done, and I tell them this.

"Quite frankly I'm a bit afraid of 1975—International Women's Year. I think the secretariat in Ottawa is turning it into just a polished political campaign. I'm afraid all this publicity in the newspapers and on radio and television is going to turn people off, just as political campaigns do. This money should be used at the grass roots, where the people who need the help are. What is being done is being done by professionals who are unable to get down to the level of working people to talk to them in their own language.

"The Liberation Movement itself has some problems. Some of these gals have real hang-ups; on abortion, for instance. We were making real progress on this issue; but when women shackle themselves to benches and all that, they destroy everything we had done. They just turn people off. Now the issue of abortion is coming forward again, and something will have to be done about it."

She recognizes difficulties in establishing equality for women on the job, and even within the union movement:

"It's starting, but the real problem is on the management side. They are doing all kinds of things to stop equality. The phrase 'equal pay for equal work' leaves something to be desired; it should be 'equal pay for work of equal value.' The unorganized women bother me, and so do women who hire domestics at \$1 or \$1.50 an hour.



Photo Features

Carr: worried by women's attitude

"But this year the trade union movement is really pressing to eliminate discrimination through clauses in collective agreements. I think this will be an important year for coming to grips with equality as far as collective bargaining is concerned."

Women in Unions

Turning to the participation of women in unions, she is familiar with the problem presented by the heavy home responsibilities that many women face. She points also to a common tendency to regard all women as being established with a husband. There are thousands of single parents, widows, and women who have remained single.

"It isn't that they don't want to come to union meetings," she says. "I know from my own experience that there are often things they have to do in the home. But unions should do more to encourage them. They should be invited to become active, and perhaps take an office. They don't always have to take the big positions if they haven't the time.

"I do think more women are becoming aware that they should take part. Women are often the first to be laid off when there is unemployment. If there isn't a seniority list, they are in difficulty."

As a white-collar worker she is sensitive to labour's performance in that area; and she is frank in admitting that, apart from the public service, it has not been good.

"There certainly isn't the progress I would like to see in the banks and insurance offices and that sort of thing. There are reasons for this. Sophistication means a great deal to the young women these companies have as employees. But to say that you work in a bank, or a lawyer's office is not enough. These people are being had—by their salaries and by fringe benefits. Not necessarily by working conditions, because they are usually pretty good. But those who are unionized have all these other benefits, and better salaries as well. We have had trouble reaching these people. What we need are organizers who speak their language, and who are acceptable to them; but who also know the union movement."

She has strong views also about labour relations in the public service, where she has spent most of her working life. She told the annual general meeting of the Civil Service Association of Ontario last fall:

"It is clear that the serious question facing the policy-makers in Canada is no longer whether the Queen should negotiate. That dilemma has been resolved in the affirmative. The present concern is to find the appropriate mechanism at each stage of the bargaining process to accommodate the rights that are available to workers in the private sector, with the particular characteristics and restraints in the public service.

"Therefore, governments have an opportunity and a responsibility to take the initiative in encouraging the organization and development of trade unions; and encouraging conditions for true collective bargaining among their own employees, and establishing the ground rules for good collective bargaining in the private sector. What we want is the Government of Ontario to come out and say that Ontario thinks free collective bargaining is good for the workers, and good for Ontario."

Indignant and Annoyed

She is indignant when public employees are treated as second-class citizens, and becomes annoyed with those "who think they owe their souls to their employer, the government." "It's like it was a few years ago when a teacher couldn't go into a beverage room and have a beer," she explains, with a typically working-class analogy. "But now, for the first time, it's changing. Public employees are thinking like trade unionists. They are saying, 'I work eight hours for you, and I get paid for eight hours. The remainder of the day is mine, I don't sell my mind and my soul to you.' There hasn't been as much of this feeling in the private sector, it's more free and easy there. People see the issues and say, 'We need a union.'"

She adds:

"In a free society working people should not be subject to authoritarian control in the work place to a degree that would be considered intolerable in the community at large."

Mrs. Carr has obviously given considerable thought to the philosophy and practice of collective bargaining, and she relates the conclusions to her broader social views:

"Considerably more money, effort and time is being put into machine development than into understanding and developing people. This is not to say that effort can be measured only by time and money; but management that stints on the effort to understand and develop its workforce is neglecting its most valuable asset. A special relationship must exist between management and worker, and if that relationship is right, and production and administration go smoothly, then the financial results ensuing represent an ever-increasing improvement in rewards.

"The reason the present system of collective bargaining is not working across the country is because there is scope for too much intervention by a third party. This restricts a free and natural relationship between worker and company. More freedom will bring greater responsibility. Governments can improve relations by good labour legislation. They can improve relations by their good example. And they can improve relations by activity that would stimulate the development of labour-management co-operation."

As she became increasingly prominent in the labour movement, Mrs. Carr was quickly recognized as one of those pressing for structural and other changes. Her age—45—had not removed her too far from some of the younger elements, and proposals for shifts in emphasis had an important place in her platform as a candidate for the CLC office. She is strongly in favour of mergers to create larger, more efficient and more viable unions. She foresees, for example, the time when there will be one union in the public service field.

This is not going to be easy to accomplish, and Mrs. Carr is having some first-hand experience through her assignment to try to bring together the various associations of public employees at the provincial level. She reports progress and is optimistic.

She has been identified as a strong nationalist, at times critical of international unions; but this is an over-simplified assumption.

She explains:

"I can appreciate that people want to keep certain ties with their international unions. I have no quarrel whatsoever with that; but the Canadian membership must control its

own destiny. They are working toward this and there is great progress. In my opinion, there are going to be big changes in the next five years."

International Unionism

She draws a distinction between "continental unionism" and "international unionism." Last November she was a delegate to the International Labour Organization's regional conference on the Americas (North and South) and was elected vice-chairman of the workers' delegation. Representatives of labour, management and government from 26 countries spent their time at Mexico City examining methods of improving the living and working conditions of peasants, and strengthening tripartism within the organization and the nations.

This is the type of international relationship that impresses her:

"When people talk about international unionism they need to start re-arranging things. True international unionism means unions around the world, not just on this continent. One day we are probably going to have that—all the steelworkers under one umbrella, that sort of thing.

"We may have some sort of continental relationship between the United States and Canada, and then a truly international organization beyond that. That is the only way we are going to be able to reach the unorganized, the farm workers and the migrant workers. And that is the only way we can really approach such problems as the food crisis. We have to start at that level, holding conferences among people from our own organizations.

"The 1974 United Nations Conference on Women showed that up very clearly. Unions did not have an opportunity to contribute to that conference; but it was clear that the problems that have to be ironed out are common to everybody. If unions don't have this kind of international communication we are in some difficulty. Governments are speaking from positions far away from those of labour. They don't know and they are not aware of the real problems, because they are not involved with working people.

"At the conference in Mexico City we dealt with the migrant workers and underprivileged people. It was a tripartite conference—labour, management and government—and politics were played. But after all the fun and games it was the union representatives who put the cards on the table and did the work, because they know the problems.

"The government people are all officials who haven't had any other work experience in their lives; and the management people never carried a lunch bucket. It's the rank-and-file union people who know the facts of life."

So Mrs. Carr's opinions cover a wide spectrum, and they include a lively interest in politics. She tested the political waters as an NDP candidate in Niagara Falls in 1971. She was not successful, but she enjoyed the experience.

"It was fabulous," she recalls. "That was at the time when I was active in Ontario with CUPE, and I don't know which was the more exciting, being president of the Ontario 70,000 membership, or being a political candidate."

Worried by Women's Attitude

But she thinks politics can be more frustrating than working in the labour movement, particularly as a member of a third party; and she is also worried by the attitude of women:

"I find the reaction of women in politics almost the same as in the trade union movement. All too often women are against women, and you find that in unions too. It's not always the men in society or in the trade union movement that stop women from getting ahead. Women have to learn to like each other, and they don't. I think the green eye of jealousy comes out, and they react a lot differently to men. You can tell if a man isn't going to vote for you, but it's hard to tell about women. There is just no way you are going to be able to prove to some women that you can do the job. That's the same in politics and unions."

But this has by no means discouraged her; she has not lost her interest in politics.

Would she run again?

"Oh, I think so. I've been approached several times, and I think I could probably win in Niagara Falls; but right now I just have too much to do in the trade union movement."

And the outlook for that movement?

"It's bright. Some people are talking about the union movement being on the way out. I don't see it; in no way whatsoever. We are going to be bigger and stronger and more viable; and we are going to be able to do a better job for the people."

And there is no doubt that Shirley Carr intends to personally see that this happens.

LLOYD FELL'S LIFELINE FROM ALCOHOLIC OBLIVION

by TED WEINSTEIN

—There are certain days in everyone's life that mean more than others, that evoke memories of one kind or another. Among the significant days in Lloyd Fell's life are the 28 consecutive days in 1970 he spent living in the Donwood Institute in Toronto. These four weeks profoundly changed Mr. Fell and the way he lived. The Donwood is not a vacation facility; nor is it an educational institution. Yet Mr. Fell possibly learned the most important, most meaningful lessons of his life. Donwood Institute treats the psychological and physical destruction caused by alcoholism. Lloyd Fell was a problem drinker.

Following his 28 days of psychological and physical regeneration and subsequent therapy sessions, Mr. Fell became thoughtful and introspective about his problem and the help he had received for it. He returned to his job as a Toronto Staff Representative of the United Steelworkers of America. But his mind became active and supple again, having been relieved of the numbing effects caused by 26 ounces of alcohol a day, and Mr. Fell reflected on where he had been headed because of his drinking, and where he was going because he had been "dried out." He had been given a new lease on life, and he wanted to share with other alcoholics both his experiences and the limitless opportunities others like him could have. The formation of Lifeline was beginning.

Unique Program

Operation Lifeline is a unique venture sponsored jointly by the Toronto locals of the United Steelworkers of America and more than 135 companies with which the union has collective agreements. It brings a total of 20,000 Toronto Steelworkers and 5,000 office and non-union personnel under its jurisdiction. Through Lifeline, a chartered, non-profit organization, and Mr. Fell, its driving force, alcoholics and drug addicts are helped to combat and defeat their problems before they lose their jobs, their families, their futures.

*Ted Weinstein is editor of **Teamwork in Industry**, a Labour Canada publication in which this article originally appeared.*

Lifeline is original and unique in that one union has never attempted to work with so many companies in one specific program. Its existence, its success depend almost entirely on the total co-operation and commitment of labour and management, on their total immersion and belief in its concepts and goals. And union and management belief in Lifeline has not been in vain, because Lifeline's successes speak for themselves: well over a hundred alcoholics and addicts are currently being, or have been, counselled and provided with professional medical help and therapy; 98 persons have so far been rehabilitated; and of four persons who could not or would not be rehabilitated, two have rejoined the program. All this, accomplished in a little more than a year of operation.

A widower with three grown children, the 53-year-old Mr. Fell has a long record of union and public service. He has been political action chairman of the Canadian Congress of Labour and the Ontario Federation of Labour; he has served in the Ontario Legislature; he has worked for the Kingston, Ontario United Fund, and for other associations. In addition to his experience with the Steelworkers, he served for 10 years as a staffman with the United Packinghouse Workers' Union. In a recent interview, he explained the events which preceded the creation of the Lifeline Foundation:

'Bottle A Day'

"My drinking started about 1948, after I was elected to the Ontario Legislature. Two years later, I was drinking a bottle a day and I stayed that way until 1970. At that time, I was



Lloyd Fell: everyone's buddy

a Staff Representative for the Steelworkers, and the late Larry Sefton, the director of the union's District 6, put it on the line: stop drinking or stop working for the Steelworkers.

"With that, I entered the Donwood Institute for their 28-day resident physical and psychological therapy, and subsequent weekly sessions. I dried out, and I've stayed that way. I also began to realize that alcoholics are not social outcasts. They should never be made to feel inferior or ashamed because of their alcoholism. They have a disease, an illness, and they should be treated like other ill persons."

When he left Donwood, Mr. Fell was luckier than most alcoholics in that his job was waiting for him. Upon his return to the Steelworkers, other union members began approaching him about his problem and his cure. He started working with union members and stewards who were concerned about individuals in their plants. He spoke to alcoholics about his experience. This became an active sideline for Mr. Fell; his area supervisor, Don Montgomery (now the Secretary-Treasurer of the Canadian Labour Congress) asked Mr. Fell to report on his activities, assess the situation, and devise some sort of program.

"Facilities for treating alcoholism are inadequate. For example of the 25,000 employees within Lifeline's scope, 5 per cent need our help right away, and 2 per cent of these require immediate medical attention. Within one year, another 2 per cent will need help. We could fill with steelworkers alone the several hundred beds in Toronto available for alcoholism and drug addiction treatment."

In trying to devise a program, Mr. Fell interviewed professionals working in the treatment of alcoholism, and studied other operations. His research indicated that other programs failed for two main reasons. First, there was little union-management co-operation, usually because the company had unilaterally initiated the program without consulting the union. And secondly, there was a lack of follow-up after a person had supposedly been rehabilitated.

The Addiction Research Foundation of Ontario has found that preliminary studies, based on the treatment of 500 patients, indicate that a program of constructive coercion in relation to the rehabilitation program will multiply a person's chance of recovery. As well, best results can be obtained if the alcoholic or addict is treated in the early stages of his problem and if he has a job, a home, and a family. Lifeline, which began operation in October, 1973, has incorporated these findings into its own operation. The Lifeline facilities, located on the top floor of the Steelworkers building at 25 Cecil St. in mid-town Toronto, include an intake centre, drop-in centre, lounge, and gymnasium. The rooms are modern, well-lit, and comfortable. Mr. Fell tells how Lifeline works.

Can't Hide Symptoms

"The person needing help from Lifeline has probably spoken to a pre-trained plant steward or foreman. Maybe the steward or foreman has approached the individual. You can't hide such symptoms of alcoholism or addiction as absenteeism, lateness, nervousness or irritability, or poor workmanship. The people needing Lifeline are told about us and asked to visit us.

"No generalization about an alcoholic or drug addict is possible regarding sex, age, or job. We've helped men and women, union members and management executives, people in their twenties and people in their fifties. Whoever or whatever they are, they all have a serious problem. And they also must have a pre-determination to change their life, their pattern of living. After all, alcohol or drugs is just the outward manifestation of other problems needing correction.

"I interview the alcoholic or addict to try to determine if the desire for rehabilitation is there. If it isn't, the person is sent back to work. As a former problem drinker, I know a person must really want to be rehabilitated. I know the alcoholic's thinking processes, I know the excuses, and I haven't heard an original 'con' yet. I don't use coercion or shame to help a person decide whether he wants help. But the person must be sincere. In 70 per cent of the cases I've seen, the people have made up their minds they want help, and were hoping to get the chance to be helped. They were sending out signals. Now we're receiving the signals."

Type Of Treatment Varies

After the initial interview, Mr. Fell goes to the person's home. Here, all problems—marital, financial, family, social, and any other issues—are discussed in the presence of that person's spouse. Then Mr. Fell decides on the type of treatment the individual needs. Immediate medical or psychiatric help is available if required. If it is not needed, Mr. Fell chooses where the necessary long-range treatment can be obtained: a hospital, the Donwood Institute, the Clarke Psychiatric Institute for experimental therapy, or the Lakeshore Psychiatric Hospital for more practical help.

For its part, Lifeline provides Mr. Fell's sympathetic and understanding compassion to those who would like to talk. Volunteer professionals, such as nurses, doctors, social workers, and psychiatrists, donate their time to operate therapy groups. Exercise bicycles, a rowing machine, and a belt vibrator are available to those persons who need some physical exercise to stimulate their long-neglected bodies. And Lifeline's kitchen, television, radio, and soft chairs are convenient for anyone who needs to get away from the outside world and its pressures.

Buddy System Important

"Lifeline's philosophy is borrowed from the Donwood theory that alcoholics are people with an illness and they should be treated on a humane basis," maintains Mr. Fell. "Alcoholics or addicts have the ability, the strength to cure themselves, but they must be shown how to do it. After a person is dried out, he can't be left on his own psychological and emotional resources. That's why Lifeline offers therapy sessions, and operates a buddy system.

"Remember, a person's home and his social life have contributed to his problem. If he is single, maybe he drank or used drugs because he was lonely, or couldn't communicate. If he is married, perhaps his wife left him, perhaps they had fights over money, maybe there was a family problem. We hope the person's spouse will stand beside the alcoholic in this troubled time. It helps the person's emotional ego tremendously. In effect, the person's spouse and family are his buddy.

"But for the single alcoholics or addicts—and for the married ones while they are on the job—we advocate the buddy system," continues Mr. Fell. "They need company, they need someone to remind them to take antabuse—a drug which reacts violently in the body if alcohol is consumed. The single people need someone to introduce them to a new style of living, a new circle of friends. Both the single and married people need their egos bolstered, need to have someone check on them if they are late, or are absent, someone who cares about them as people. So



Phototheque

Can't hide symptoms

we try to find buddies in the plant who will do this, who will help the alcoholics and addicts in their struggle to gain independence from their problem. Also, the buddy system gives each person in the plant and in the local the chance to participate in the rehabilitation program.

"Myself, I'm everyone's buddy," Mr. Fell declares with pride. "I like nothing better than having people I've helped telephone to tell me of their progress. They call themselves former drunks and it's great to hear."

Lifeline operates on a budget of about \$100,000, raised through donations, and company and union contributions. About 135 of the 150-or-so Toronto companies employing steelworkers have agreed to participate in the program. Of these, about 38 are making financial commitments by contributing \$5 for each worker on their payroll. About the same number of union locals are paying a smaller contribution. The lack of funds is hampering Lifeline's operation and growth, and Mr. Fell is working 12-and 14-hour days in an effort to combine his union duties with his Lifeline responsibilities. Lifeline has no money to pay full-time salaries; with a larger budget, Mr. Fell said, he would like to expand facilities, hire clerical help, and get some professional medical personnel and social workers on staff.

Company Co-operation Good

"So far, the co-operation of the companies we have approached has been gratifying," he declared. "Even the ones who are not supporting Lifeline through financial contributions are guaranteeing the alcoholics and addicts that their jobs and seniority will be kept if they are absent for treatment. And the companies are also paying the employees' medicare premiums, and pension and superannuation contributions. There is little hope of persuading a person to accept treatment if the costs come

from his own pocket. But the companies know the premiums are a small price to pay compared with the billions of dollars lost each year through worker lateness, absenteeism, poor workmanship, and family breakup. And there is the tax cost of medical and social treatment on top of this."

Besides saving an employee's job while the person is receiving treatment, Mr. Fell said companies are allowing the daily dose of antabuse to be administered by the plant nurse, and are permitting both the union steward and the shop foreman to conduct a daily check on employees receiving treatment or therapy. If an individual being rehabilitated is late or absent, the company and union work on the premise that that person is drinking or on drugs, and Mr. Fell usually receives a phone call advising him of the situation. Many times, he has gone searching for the person, one time waiting outside a bootlegger's for the absent employee to come out. Mr. Fell has also broken down the door of an apartment to help a person who had been drinking and smoking in bed and was covered with ash and butt burns.

"I've also taken several men home, sobered them up, cleaned them up, and tried to find help for them," he notes.

A Company Viewpoint

One company which has co-operated with Lifeline from the beginning is the Continental Can Company of Canada, Limited. The sprawling Plant No. 483 in a northern Toronto suburb is one of three Continental Can plants in the city that are participating in Lifeline. Plant No. 483 employs 400 workers in the production of metal containers. Ben P. Pawluk who has been an Industrial Relations Supervisor with various Continental Can plants for over 15 years, is currently based at Plant No. 483.

"While we were aware that the problem with alcohol was on the increase, we weren't aware of the extent of the alcoholism problem until after Lifeline was founded," said Mr. Pawluk. "About 10 years ago, our approach to alcoholism was that it was not an illness. If employees had a drinking problem, the usual result was they lost their jobs. We tried to handle alcoholism with whatever resources were available at the time, including our company doctor and nurse. At the present time we have 10 employees who have been rehabilitated through Lifeline's efforts, or who are in the process of being helped."

Mr. Pawluk is a director of Lifeline, one of 12—six from the Steelworkers, six from different companies—who helps

direct the foundation. He said he did not personally know Mr. Fell before Lifeline's creation, but he was invited to the first meeting initiated by Mr. Fell between the union and several companies, and he was later asked to serve as a director.

"Lifeline has made a good start, and we have been successful, but we've only scratched the surface," he said. "Our immediate goal is to raise more money to expand our facilities in Toronto. Our far-reaching goal is to spread Lifeline or similar programs across the country."

Continental Can as a company supported the Lifeline concept from the outset, according to Mr. Pawluk. He said when he approached the top corporate executives to secure funds, they supported the program 100 per cent.

"The company was concerned because our employees are our greatest asset. It's best to have the problem of alcoholism out in the open. In the past, workers were carrying their alcoholic friends to keep them on the job and to hide their problem. Now, everyone is pulling their weight, and the workers who need help are requesting it, and are getting it."

One Man's Success Story

One of the Continental Can employees who is receiving treatment through Lifeline's efforts is Fred Robinson. Interviewed in Mr. Pawluk's office, Mr. Robinson, age 53, spoke in a quiet voice, his hands trembling slightly as he told his story.

"My drinking problem started about a year ago," he confided. "I'd been drinking since 1940, but last year I started to lose time at work. Then the drinking began affecting my homelife. I told my immediate supervisor about my problem and that I wanted help, and he sent me to Mr. Pawluk, who in turn set up an appointment with Mr. Fell at Lifeline.

"I caught my problem in time," Mr. Robinson said sincerely. "I spent 28 days in Donwood, and I still take group therapy there. I'm back at work, I'm happier on the job, and my wife is helping me along the way. I'm very pleased with my progress; the people at work help me and I phone Mr. Fell to keep him up-to-date with my advancement. He, of course, encourages me in any way he can."

For Lloyd Fell, a phone call starting off "Hi, Lloyd, it's one of your former drunks calling" makes the whole effort worthwhile.

Occupational diseases still increasing, ILO says

NEW JOB HAZARDS THREATEN WORLD'S WORKERS

by JAN VITEK

Every year some 100,000 of the world's workers lose their lives—and another 1,500,000 are permanently disabled—as a result of accidents at work or of occupational diseases.

There is little hope that the statistics will look any better in the foreseeable future. Worse still, occupational diseases may be increasing, ILO experts caution. The reason: many modern production techniques and processes have become a mixed blessing, helping to raise output and making work easier on the one hand, and creating a whole range of health hazards to workers on the other.

After the Second World War, the number of chemical substances causing recorded occupational diseases was about 50. Today, there are 600,000 chemicals in daily use and several thousands are being introduced every year. Many of these newer pollutants can have harmful side effects.

For instance, paranitroaniline, used in the dye industry, changes the complexion, bleaches the hair and destroys red blood cells.

The enzymes being put into detergents can produce allergic symptoms in workers. Acrylamide, the monomer used to manufacture all acrylic-based paints, may cause strokes, paralysis, blindness and nervous breakdowns.

Fifty-nine new types of dust-induced trade diseases have been listed since 1961. Names like pigeon breeder's lung,

*Jan Vitek, who is Editor in Chief of the monthly newsletter **ILO Information**, is employed by the Public Information Branch of the International Labour Office.*

pine pollen pneumoconiosis and glass wool disease indicate the widely different and often unexpected kinds of work that have been found to involve serious health risks.

Polyvinyl chloride (PVC)

New chemicals are introduced into production processes so quickly that there is hardly time to assess their long-term effects on man. The controversial vinyl chloride monomer used in the production of PVC is a point in case. Not so long ago it was still hailed as a life-saver because it offered a substitute for a material called nitrocellulose leather cloth which had caused the deaths of many workers.

The alarm bell rang only recently when it was discovered that PVC caused liver cancer. To date, twenty such cases have been reported from around the world. The questions that animate the PVC controversy in medical and labour circles are: Do these casualties constitute enough reason for banning vinyl chloride monomer? Are the exposure limits currently recommended adequate to prevent disease?

How much is too much?

Since it is not always easy, or possible, to replace a dangerous substance by a safe one, many countries have introduced standards to restrict workers' exposure to harmful chemical and physical agents on the job. The purpose is to set limits that must not be exceeded during any part of the workday. Ideally these standards should prevent development of specific occupational diseases and ward off the possible onset, progression or aggravation of chronic degenerative ailments in aging workers.

But there is a snag: just how much exposure is too much? Another problem is that the standards of permitted exposure at factories are higher than those set for the general community. Small wonder if workers ask: "Why should we be exposed to greater hazards than other people?"

The answer is that the community standards are usually for 24 hours and that they apply to all—infants, old people, the sick and the lame. Work exposures, on the other hand, generally apply to persons between 18 and 60 for only eight hours a day.

However, adopting exposure limits is not enough, the ILO says. They have to be applied and enforced, if necessary, by competent occupational safety and health specialists.

Allergies and stress

Ever more powerful equipment is introduced at places of work. The old five to 10-ton blast furnaces, for instance, are being gradually replaced by a new breed of giants producing 100 or 200 tons, while giving off enormous heat, deafening noise, toxic gases and strong electromagnetic fields.

The use of latter-day technological processes, such as plasma metal-cutting, gives rise to a complex combination of chemical and physical hazards, among them aerosols of metals, nitrogen oxides, ultra-violet and some X-radiations.

Recent years have also seen an alarming growth in allergic diseases provoked by certain harmful agents in the working environment. In addition, workers at the new machines must repeat the same tasks at great speeds. This intensifies nervous tension, stress and monotony, which in turn may lead to neurosis and cardiovascular diseases.

Only a beginning

In most industrial countries, workers exposed to dangerous substances undergo regular medical check-ups and receive

medical treatment, if necessary. But all this is only a beginning, ILO experts say. They urge governments to set up national medicare systems for workers in risky occupations, offering full pre-assignment examination, periodic screening to detect any ill effect of a specific hazard, and regular post-employment medical check-ups.

"Top management for each company has, and should accept, direct responsibility for safety and health matters within the plant," according to Dr. Ernest Mastromatteo, chief of the ILO's Occupational Safety and Health Branch. But this is not only a management concern. "Workers should be able to participate in the making and assessment of safety and health arrangements at their place of work," Mastromatteo adds. "There should be joint labour-management safety and health committees, not just token ones. The workers' representatives should take part in hazard spotting and sampling of the work environment.

"Education of workers in safety and health is all important," Mastromatteo points out. "Each worker must be aware of the hazards of his own job and know how to protect himself."

Concerning inspection, Mastromatteo says that both labour and management ought to have the right to appeal to a government inspector in case they disagree on safety arrangements. And he adds: "The government inspector should have the power to stop operations that he considers to be an imminent hazard to life or health."

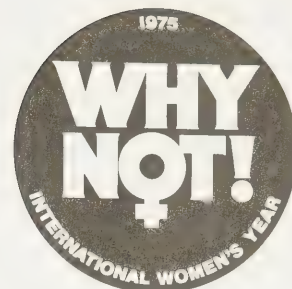
Environmental revolution

But to identify, combat, control or eliminate hazards on the job is just one part of the campaign for better worker safety and health. Creating an environment in which the worker feels content and happy is just as important.

"If a man is in an environment where he is motivated and happy," says Mastromatteo, "I think he'll be more safety-minded, make fewer errors at work and consequently have fewer accidents."

That is also why the ILO has drawn up a five-year plan of action that gives priority to job satisfaction, flexible working hours, humanization of work and, of course, improving the working environment.

"The world is in the midst of an environmental revolution that is more intense in its effects than last century's sanitary revolution. The challenge is to finish what has been started in improving the work environment," Dr. Mastromatteo concludes.



WOMAN'S PLACE IN THE HOME?

by SHIRLEY PLOWMAN

*Man may work from sun to sun, but woman's work
is never done—Origin unknown*

Despite International Women's Year and the flood of requests to the Secretary of State's office for those flashy red buttons that challenge: "Why Not?" about 60 per cent of Canadians, male and female, are apparently replying: "Because woman's place is in the home."

This, at least, seems to be the verdict of a majority of Canadians who responded to a recent survey on job satisfaction and the national work ethic.

Among those 45 years of age or older, 68 per cent of males and 69 per cent of females think women should not stray too far from hearth and home. But that's the middle years speaking. What about those progressive "female libbers" and sympathizers in the 16- to 24-year age group? Would you believe that no less than 47 per cent of males and 43 per cent of females in that group agree that woman's place is in the home?

This traditional view may not be surprising among the lesser-educated segments of our society. What is surprising is that 42 per cent of university-educated people agree with them.

The answer to the enigma may lie with the attitude of the young workforce. Asked whether they would like to work or not, few expressed much enthusiasm for joining the chaps on the grey flannel treadmill. Many young workers of

*Shirley Plowman is a program officer with Labour
Canada's Public Relations Branch.*

both sexes admitted to working out of sheer necessity. Salaries were important "not only for the money they provided, but also for status and prestige."

About 68 per cent of the men said they worked to put food on the table for their children; only 20 per cent of the women were in that position. Most of them said they worked to keep busy, as a form of recreation, or to make extra money to buy those things they couldn't have afforded otherwise.

More than half of the women interviewed believe women should work to help out with the family budget, whereas 86 per cent of the men think that a woman should work only if she chooses to, and not from necessity.

Salary Expectations

Although women tended to be more selective in their pursuit of a job (only 49 per cent, compared with 68 per cent of men, said they would accept anything if they had to), their salary expectations were not high. About 70 per cent said they would work for less than \$3.50 an hour.

High on their list of priorities were job satisfaction, good hours, and easy access to job sites.

The low price tag that women workers tend to wear is not solely a North American trait. Not too long ago an American firm advertised in Britain for a female worker at a starting salary of \$7,000. The firm did not receive a single applicant! When it lowered its salary to less than half, it was swamped with callers.

Women's readiness to accept relatively low salaries is equalled only by their willingness to accept low-grade jobs. A Leicester hosiery factory requiring women supervisors interviewed 222 married women workers, only to find that 171 of them could not visualize themselves in such a responsible position.

Britain's female workforce has grown from 953,000 in 1931 to 5,800,000 in 1971, but in those 40 years few women have reached the top echelons. Only 1 per cent of Britain's bankers and 3 per cent of its lawyers are women.

To compound the issue, Britain's male employers prefer to hire men in every job except cooking and office work. Their reasons are more emotional than factual. Men, they say, are more likely to have a pleasant personality, be more responsible and reliable.

With Britain's women content to remain on the lower rung of the ladder, who is there to challenge the British misogynist?

Mexico, long a bastion of deeply entrenched machismo manipulation, is not proud of the fact that 81 per cent of the country's jobs are held by men. The Mexican chamber of deputies has now approved legislation proposed by President Luis Echeverria aimed at granting Mexican women complete equality before the law.

Recent ILO Report

Not all Mexican women, however, are looking forward to full equality. According to a report issued by the International Labour Organization (ILO), married working women with children are the worst victims of overwork, getting less than two thirds of the free time their husbands enjoy.

The ILO report cites recent studies done in several countries. In Finland, urban women workers toil four hours daily on housework whereas their husbands spend less than two; in Leningrad, two thirds of all working women complain of chronic fatigue; and in France and Japan, women work three times as long as men on household chores.

THE BOARDROOMS OF CANADA DON'T HAVE MANY WOMEN.

WHY NOT?

Choose then we should try to change it. We should make our voices heard. We should talk to each other and to those whose influence we need. Politicians, husbands, friends, teachers, newspaper editors.

And we should talk to the men on the boards of directors. As equals.

If you'd like more information on International Women's Year and the status of women in Canada, all you have to do is write us or fill in and mail the coupon below.

If you'd like a "WHY NOT?" button and a set of posters, just check the appropriate squares. We're here to help.

rewarding one. But, if we want to be bankers or brokers, carpenters or caretakers, printers or politicians, why not? Why don't we refuse to accept prejudicial barricades? Why don't we follow the examples of those who have proven it can be done?

Maybe we've all been conditioned into not caring enough. Maybe. But, if a law, a precedent or a prejudice stops any one of us from pursuing any career we

"WHY NOT?" OTTAWA, ONT. K1A 0A3

Please send me your information on WHY NOT? and the status of women in Canada.

NAME _____

ADDRESS _____

CITY _____

WHY NOT!

The ILO suggests that husbands and wives share household chores on a more equitable basis; that housework become more mechanized and that, if possible, women get outside help.

On the basis of these reports, Mexican women may well wonder what women's liberation is all about, and whether they need all the extra work it seems to involve.

Those women who have chosen a career within the home have a right not to feel guilty or unfulfilled. Often the "career" that awaits them outside the home is only another chore to be added to an already-loaded work schedule. Conversely, those women who have chosen a career and have decided to make it their life's work have the right to pursue it with dignity and co-operation from men as well as other women.

Those who insist on juggling the two worlds, however, could find they are merely exchanging one kind of tyranny for another.

LABOUR LEGISLATION

In Canada in 1974

Part 1B: Special Groups, Emergency Legislation

by NICOLE MARCHAND

Labour legislation regarding special groups was considerable in 1974. Nearly every jurisdiction and every group was affected by amendments to already-existing legislation or by new legislation. And strikes on the west coast of Canada, in Ontario and in Québec caused the adoption of emergency legislation by federal as well as provincial legislatures.

I Special Groups

1) Teachers

The British Columbia legislature enacted the Public Schools Interim Arbitration Procedure Act in November 1974. The Act establishes arbitration procedures regarding teachers' salaries and bonuses where no agreement has been concluded by November 29, 1974. A salary arbitration board is composed of two members appointed by the parties and a chairman nominated by the two arbitrators. The board deals only with matters directly concerning the making of a new agreement or the modification of an existing agreement. The award of the board is final and binding upon the parties.

In Nova Scotia, a new Act regarding collective bargaining for teachers received Royal Assent on November 27, 1974. The Act establishes a bargaining process between the

The author is employed by Labour Canada's Legislative Research Branch.

Nova Scotia Teachers' Union and the employer. The parties negotiate through their bargaining agents. If they fail to come to an agreement, conciliation services are offered to them. The Minister appoints a conciliation officer for the purpose of bringing the parties to an agreement. In case of failure, a conciliation board is appointed. The Minister may also nominate a mediation officer to bring settlement of, or prevent a dispute. The parties may agree to settle the dispute by compulsory and binding arbitration, after conciliation procedures are exhausted.

The professional agreement is binding upon the parties. It contains, or otherwise is deemed to contain, provisions for final settlement by arbitration or otherwise of all differences between the parties without stoppage of work. The right to strike is earned 14 days after the report of the conciliation board was received by the Minister. No strike may take place until the majority of the teachers in the unit have by secret ballot voted in favour of a strike.

Complaints regarding unfair labour practices are dealt with by the Labour Relations Board. It is an unfair practice for the employer to discriminate in any way against a teacher because that teacher is involved in a proceeding under this Act, has filed a complaint or has participated in a legal strike. The Union also must comply with these requirements. To expel, suspend or deny membership in the union to any person by applying in a discriminatory manner the membership rules of the union is an unfair practice.

According to the Act, a board of conciliation consists of three members, two of them being nominated by the parties, and a chairman chosen by these two members. The purpose of the board is to help the parties settle disputes and come to an agreement. The Board reports its findings and recommendations to the Minister. If the parties so agree in writing, these recommendations are binding upon the parties.

A "Commission of Inquiry" may be appointed by the Minister to look into matters regarding teacher-employer relations. The Commission investigates these matters and makes recommendations to the Minister. Penalties are provided by this new legislation. A person or the union who does anything prohibited by the Act is liable, upon summary conviction, to a fine not exceeding \$1,000 if an individual, and to a fine not exceeding \$10,000 if a school board or the union. Illegal strikes the lockouts may lead, for the employer and the union to a fine of \$300 for each day that the strike or lockout exists.

In Nova Scotia still, a private members' bill was adopted on November 27 amending the Teaching Profession Act. The Bill provides that teachers who resign or are expelled from the Nova Scotia Teachers' Union and continue to be employed by a school board shall pay to the union an amount of money equivalent to the regular fees for membership as are prescribed by the union.

Bill 95 of the Québec legislature, being an Act respecting collective bargaining in the sectors of education, social affairs and government agencies, provides that the teachers, on the one hand, and the school boards or colleges, on the other hand, must agree through their bargaining agents on matters to be negotiated at the provincial level and at a level other than provincial. Local and regional arrangements also may be made between the parties.

An amendment to the Teacher Collective Bargaining Act, 1973, in Saskatchewan brings a slight modification to the interpretation of the word "grievance." The definition now excludes matters involving disciplinary action by a school board against a teacher.

2) Public Service

The British Columbia Public Service Labour Relations Act, 1973, was amended by adding one more exclusion to the general interpretation of the word "employee." A chief court administrator or a regional court administrator is not an employee according to the Act.

The Manitoba legislature brought some changes to the Civil Service Act in June 1974. Bill 7 amending the Act establishes and defines three categories of employment: regular, temporary and departmental. The Bill provides also for selection appeal and rights of public servants regarding elections.

In Newfoundland, regulations were adopted regarding rules of procedure for the Newfoundland Labour Relations Board. The Board is constituted of a chairman, one member representing employers and one member representing employees. Application for certification of bargaining agents representing units of public servants are dealt with by the Board. Once the employer has been informed of the application for certification, he has 7 days to notify the Board that he desires to contest and 14 days to file his reply. The Board decides whether a hearing is advisable or not. The regulations provide that every employee organization making application to the Board must file a copy of its constitution and by-laws and the names and addresses of its officers. They provide rules of procedure when a vote of the employees in the bargaining unit must be taken. The regulations also establish rules of procedure regarding a request from the Board to an employer to provide a list of essential employees.

The PEI legislature has adopted The Civil Service Act Regulations, in October 1974. These regulations cover hours of work, vacation leave, sick leave, leave of absence with or without pay, retiring pay, classification plan and also grievance procedure and consultation and negotiation procedures.

The grievance procedure will consist of one, two or three levels according to the deputy head of each department (Deputy Minister, Chief Executive Officer). The final level is the Grievance Review Board, to which an employee will submit his grievance when unsatisfied with the decision of the lower levels.

A consultation process is established to obtain co-operation between the government, its employees and their authorized representative. The negotiation process allows either party to request the other in writing to commence bargaining to review, revise, or adopt a collective agreement. Where the parties negotiate for six weeks without success, either one may request the Minister to

appoint a conciliation officer. Where the parties have not adopted a new or revised agreement on the expiry date of the existing agreement, either party may request the matter be referred to an arbitration board. The award of the board is binding upon the parties. An agreement made pursuant to these regulations remains in force until a new agreement is adopted to replace it.

The composition of the Yukon Public Service Staff Relations Board was modified in May 1974. The Board now consists of a chairman, a vice-chairman, not more than 3 deputy chairmen, and not less than four nor more than eight other members representing in equal numbers the interests of employees and employers.

3) Nurses (Social Affairs Sector: Health Services, Social Services)

A regulation under the authority of the Nurses Act was passed in Prince Edward Island. This regulation provides for consultation and negotiation procedures. Consultation committees may be established with a view of co-operation between hospital management, employees and their authorized representative and also to help the parties involved find solutions to problems. The bargaining process includes pre-negotiation meetings, negotiation, conciliation and arbitration. Where negotiations have continued for 45 days without success, either party may advise the Minister that it desires the assistance of a conciliator. If the parties bargain in good faith but fail to achieve an agreement, either party may request that the matter be submitted to a Board of Arbitration. The award of the Board is binding upon the parties.

Bill 95 of the Québec legislature was mentioned earlier under the heading "teachers." It applies also to an association of employees working in the social affairs sector. This sector includes public establishments (hospital centres, local community service centres), private establishments (reception centres receiving less than 20 persons, operating in a co-operative form), other private establishments under contract with the Minister of Social Affairs and any body declared classified for the purpose of Bill 95 by the Lieutenant-Governor-in-Council. Bill 95 establishes negotiations at the provincial level and declares that the Minister of Social Affairs, through his representative, is of right a party to negotiations.

4) Firefighters and Police

In Ontario the Fire Department Act was amended. It now provides that the Statutory Powers Procedure Act, 1971 does not apply to arbitration under the Fire Department Act.

Collective agreements between the Québec Police Force and associations of employees coming into force on or after July 1, 1975 will be regulated by Bill 95 as well as by the Act respecting the Québec Police Force syndical plan. The Act respecting collective bargaining in the sectors of education, social affairs and government agencies provides that the Minister of Civil Service, through his representatives, is of right a party to negotiations between the Québec Police Force and the association of employees.

The Police Act, 1974 was adopted in Saskatchewan during May. It regulates collective bargaining for municipal policemen. Unresolved disputes are dealt with by a board of arbitration. The arbitration award is final and binding upon the parties.

5) Construction industry

Bill 201 amending the Québec Construction Industry Labour Relations Act received Royal Assent on December 24, 1974. The Bill authorizes the Government to extend, repeal or amend the decree without the consent of the parties involved. This can be done when it appears to be the only possible solution to remedy an existing situation. Nevertheless, representative associations must have the opportunity to come before a parliamentary committee.

II Emergency legislation

Parliament and 3 provincial legislatures enacted emergency legislation in 1974. The legislation came into force as a result of strikes by grain handlers, firefighters, teachers, bus drivers and elevator constructors.

Federal

A six-week strike by 550 members of the Grain Workers Union led to the adoption of Bill C-12, an Act to provide for the resumption of grain handling operations on the west coast of Canada. The Act extends the term of each collective agreement to which the Act applies to include the period beginning December 1, 1973 and ending on the day of the coming into effect of a new agreement or revision thereof, or on November 30, 1975, whichever is the earlier. The basic rate of wages is increased by 87 cents an hour, effective December 1, 1973. Strikes and lockouts are prohibited during the term of each collective agreement. Amendments to the agreements provided by the Act must be incorporated in the Act. The Act provides for a referee to be appointed by the Governor in Council on the recommendation of the Minister when the parties

cannot agree on the interpretation of an amendment or on the manner in which it should be included in the agreement.

British Columbia

A strike by firefighters of five certified units in the Vancouver area called for emergency legislation in British Columbia. The Essential Services Continuation Act substitutes for the certified units a council of trade unions as bargaining agent. The Act amends the Labour Code of B.C. by modifying the certification process for a council of trade unions and by providing for a cooling-off period regarding strikes that may cause serious danger to life and health.

In November 1974, The Elevator Construction Industry Labour Disputes Act also was adopted in British Columbia. An Industrial Inquiry Commission had been appointed and made recommendations for the settlement of disputes between the International Union of Elevator Constructors, Local 82, and five employers. The collective agreement between the parties is based upon an arbitration award established in Ontario pursuant to the Elevator Constructor Unions Disputes Act, 1973, and recommendations made by the Industrial Inquiry Commission.

Ontario

On August 31, 1974, the Toronto Transit Commission Labour Disputes Settlement Act, 1974 came into force,

ending a 19-day strike. The Act provides for the appointment of an arbitrator to look into the matter and bring the parties to a settlement. The arbitration award is binding upon the parties. An immediate hourly wage increase of 12 per cent is included in the provisions of the Bill, which stipulates also that the arbitrator may award further increase. The Act came into force on August 31, 1974 and will be repealed on the day on which the last of the three collective agreements made under this Act comes into operation.

The Ontario legislature also adopted the York County Board of Education Teachers Dispute Act, 1974, after a six-week work stoppage by secondary school teachers. The Act provides for binding arbitration to settle all unresolved matters and includes a salary schedule. According to the Act, the final salary award had to be at least equal to the schedule contained in the Act.

Québec

Bill 43, respecting the placing under trusteeship, of the "International Union of Elevator Constructors, locals 89 and 101," was enacted because of failure by the union to observe the decree respecting the construction industry in Québec, therefore causing an emergency situation.

The Act establishes a board of trustees consisting of a chairman and two members to be appointed by the Lieutenant-Governor in Council to manage and control the Union.

Fifty Years Ago

Prophecies of Industrial Peace

New developments in labour-management relations were outlined by Dr. Charles W. Eliot, president emeritus of Harvard University, in an article in *The New York Times* of March 22, 1925, and reprinted in the April 1925 issue of *The Labour Gazette*. The article listed these new developments:

1. Government mediation and conciliation as carried on by the Canadian Department of Labour under the Industrial Disputes Investigation Act, 1907.
2. The spread of co-operative management, either through the regular unions already organized in the plants, or by means of new organizations established for the purpose. Representatives of the workers in many instances now sit down with their employers to discuss in democratic fashion the problems of their industry.
3. Insurance against unemployment, accident, sickness and death. Either jointly with the regular unions, or independently on behalf of their employees, many employers have established funds to protect them from the various risks in connection with industry.
4. Employee stock ownership. Many large companies have taken their employees into partnership through a wide distribution of stock among the workers, and by sharing their profits among the customers they serve.

Dr. Eliot saw in these developments prophecies of industrial peace and in his article described some of the more conspicuous examples:

"Anyone who listens can hear nowadays many prophecies of industrial peace, loud and near, or faint and far; and some of these prophecies reach beyond industrial peace to international peace also. In the midst of the dire confusion into which the civilized world has fallen since 1914, it is comforting for people who are naturally expectant of good to reflect on these prophecies. A few of them are here described...

"Among these cheering prophecies should first be mentioned the activities of the Canadian Department of Labour, which was established in 1900 and has now been continuously useful for 24 years. Under the Industrial Disputes Investigation Act of 1907 this Government department, headed by a Minister of Labour, has successfully promoted processes of conference and conciliation between employers and employees throughout Canada.

"The boards set up by the department—a separate board for each dispute—have no arbitral authority, save when an arbitration is arranged by mutual consent of the disputants. They have the usual powers of a court in compelling testimony, and their proceedings are paid for by the federal Government. They can apply no force in support of their decisions; and their whole effort is to inform public opinion accurately concerning every dispute in which their intervention is requested by either party. By this method the department has brought about the immediate settlement of a large number of acute controversies and has promoted face-to-face conference between the contestants in many other disputes in which no immediate settlement was reached.

"When one considers all the activities of the Department of Labour... before and since the enactment of the Industrial Disputes Investigation Act, one sees clearly that the Canadian action on the labour problem has been and still is the most intelligent and successful in the world. It shows one safe way, at least, toward industrial peace. Hon. W.L. Mackenzie King invented this legislation and got it put into effect... The leading ideas which appear in his writing, speeches and political career are that governmental investigation should precede the lockout or the strike, in order to bring law and order into industry and to introduce joint control; secondly that the Government should pass laws effective in uncovering wrongs and exposing injustice in industrial controversies, and that if the community is to pay regard to the rights of labour and capital on the one hand, labour and capital on the other must not be indifferent to the well-being of the community; and, thirdly, that the methods of preserving peace between nations are similar to those that obtain in industry—namely, conciliation, arbitration and the international support of a judicial tribunal whose decisions are enforceable by an international police. "The year 1922 gave a striking demonstration of the high value to the Dominion of its labour legislation. In that year not a single working hour was lost on the railroads or in the railway shops of Canada; whereas industries in the United States suffered enormous losses through the strikes of railroad labour, the grievances and demands being essentially the same on both sides of the border....

A remarkable statement just made in *The Labour Gazette* for December 1924 is that at the end of November 1924, there were no strikes or lockouts on record in Canada.

forum

Non-Taxable Benefits

The Income Tax Act may provide solutions to many of the bargaining disputes expected in '75 contract sweepstakes, says a Winnipeg lawyer.

"In what has been labelled by Canada's labour leaders as one of the toughest years in which to negotiate collective agreements, labour negotiators ought to be searching the income tax law for ways to improve their clients' lot without tax penalties.

That 1975 will be difficult for labour negotiators is a certainty. They will be bargaining for a workforce that needs at least a 12 per cent after-tax increase if only to equal last year's inflation. On average, that means a minimum of 17 per cent before tax and unemployment insurance, just for take-home pay to catch up with last year's cost-of-living rise, now confirmed by Statistics Canada at 12 per cent.

But at the same time, many business negotiators will be arguing from a position of proved recession, of declining sales, or reduced profits and an uncertain future. The fact that Canada is on the brink of unprecedented business buoyancy, achievable if the country's economic decision-makers play their cards wisely, will not remove the mood of gloom from the management side of the bargaining table.

It thus behooves labour agents to think carefully about how they may best benefit the workforce at the least

cost to the employer and at maximum benefit to the workforce. That is where a sophisticated approach to the tax system comes in.

Certainly the workforce cannot, nor should it be expected to, settle for less than the amount of the cost-of-living increase since the last contract, calculated on an after-tax basis. That is the minimum 17 per cent theory, applicable from January, 1974.

But beyond that, any claims for more, based on productivity, or what have you, will only be severely reduced by taxation, unless labour begins tax planning for its members, just as management has been doing for its shareholders for many decades now.

In plain words, labour should be seeking non-taxable benefits. In that way, for every deductible dollar it extracts from management, it can nearly double the effects for the workforce by making the benefits tangible and enjoyable, but not taxable.

For example, public company employees could be given interest-free loans with which to acquire stock in the company. Or, if the employee buys only one share to qualify as a shareholder, he could get low interest or interest-free loans for use in buying a house. The cost is deductible by the company, but the benefit is not taxable in the hands of the employee.

If the lending formula provided for a \$1,000 loan for each year of service, the five-year employee borrowing

\$5,000 for his down payment would receive a non-taxable benefit of \$500 a year (the interest saving) until the loan was repaid. He would need \$800 in regular salary to achieve the same after-tax position.

If the company were asked to contribute to a Registered Home Ownership Savings Plan for its employees to use in buying or furnishing their homes, or a comparable plan for their spouses, the contribution, up to \$1,000 a year per employee, could be made deductible for the company, but non-taxable for the employee until he drew out his money, and then only if the money is not used to buy or furnish his home.

Increased contributions by the employer to the employees' pension plan, with immediate vesting, is another deductible cost for the company and non-taxable to the employee.

Employees who want the cash can draw out the contribution and pay the tax. Those who do not can leave the money in the plan.

Company payments for term life insurance for each employee in an amount up to \$25,000 do not cost the employee any tax.

Union negotiators should look carefully at how well the auto workers are faring under the supplementary unemployment benefit plans they negotiated years ago. Contributions by an employer to such a plan are deductible, the plans' investments

produce tax-free income and the employee gets an extra insurance fund against layoff or unemployment. And it is untaxed until he draws out the benefits. There is tremendous scope for major employee benefit in this little used section of the tax law.

Today, only a few years later, despite the massive layoffs, the unemployed in the auto industry are drawing 95 per cent of their former salaries because of the tax-free buildup of earnings over the years. A supplementary unemployment benefit plan can be tailored to almost any industry and can be far more valuable to employees than any current pay raise, of which about 40 per cent goes to the Government in taxes.

In another area, the use of the corporation's facilities and purchasing power costs the employer little, but can add substantial tax-free benefits to the employee as a consumer. Company-provided inexpensive day care centres, group volume discounts at grocery and department stores, free use of the company legal department to buy a house, free tax counselling service for filing returns from the accounting department, and so on, can be offered at nominal cost, saving the employee major sums, at little cost to the company.

There are still the tried, true and traditional forms of non-taxable or tax-deferring employee benefits, such as stock option plans, group sickness and accident plans, payment of tuition fees for educational upgrading and the like.

All in all, the Income Tax Act may well provide solutions to many of the bargaining disputes that are anticipated in the 1975 contract sweepstakes." I.H. Asper, *The Globe and Mail*, Toronto.

Unions Outmoded?

"Canada's industrial productivity this year will be sorely tested—and governmental efforts to combat inflation severely handicapped—by union bargaining activities on behalf of a workforce of an estimated one-and-a-quarter million people. With many collective labour agreements up for renewal, disturbing times can be expected since employees in many sectors of industry not only have set themselves high targets of wage increases, but also have become extremely militant in their demands.

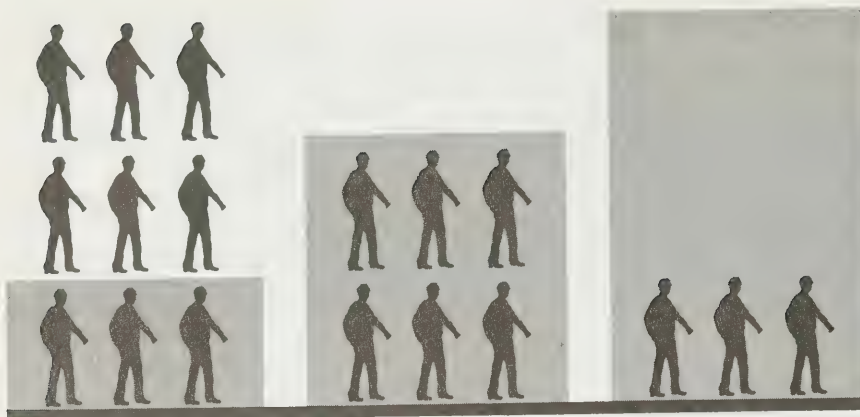
"This increased tendency of labour to resort to strikes to achieve its aims, whether they are realistic or not, is a form of militancy which threatens to tear apart the fabric of an orderly society.

"Time was when a trade union was an association, formed for the purpose of promoting the welfare of its members through bargaining for better conditions at the working place... Today unions have become groups which pressure society to obtain financial advantages through no matter what means, even if the community has to be held up for ransom. Thus, during the past year we have witnessed strikes accompanied by violence and wanton destruction of property, civil disobedience and disregard for the law, intimidation and threats against innocent bystanders and many other unsavoury acts.

"The bargaining process has deteriorated into taking an entrenched position and threatening to take the place apart, irrespective of whether the community or the enterprise can afford their demands... The word "inflation" is bandied about as the cause for all the misery in the world today, and responsibility for this

unhealthy state of affairs is laid at the feet of big business, which "rips off" the little man and is unmindful of his well-being. But it is high time that labour recognizes that—as Marvin Kusters of the Cost of Living Council has put it—"Labour costs are, of course, a large fraction of total costs in the economy. About two thirds of the value of gross product for non-financial corporations is accounted for by employee compensation." It is all right to discuss and bargain for legitimate wage increases and COLA (cost of living allowances) in an atmosphere of reason, but when these demands become excessive (and hikes of around 30 per cent over a one-year contract definitely are) labour unions should realize that they fan the flames of inflation rather than extinguish them.

"The question remains whether the unions, as they exist today, have not outlived their usefulness. Is there not a better way to cement relations between labour and management, without the economy of an entire nation being held at the mercy of a few unions' leaders whose income does not diminish during a strike. Perhaps a first step toward a solution might be found in legislation obliging unions during a work stoppage either to pay their members the same wages they had before the strike started or for union executives also to be deprived of income during a strike. They also should be held legally responsible for any material damages sustained by an enterprise as a result of unlawful activities. Another remedy perhaps would be for management to make its employees shareholders in the enterprise. This might help to resuscitate pride and quality of workmanship, reduce absenteeism and reward loyalty with dividends at the end of the successful production year." John van der Feyst, *Canadian Business*.



PRICES & EMPLOYMENT

Wholesale, December

The general wholesale price index decreased 1.9 per cent in December to 481.9 from the revised November index of 491.3. It was the first monthly decrease since September 1973. Compared with December 1973, the index was 16.7 per cent higher. Four of the eight major groups decreased, two increased, and two were unchanged.

The vegetable products group index decreased 5.3 per cent to 539.4 from the November index of 569.7, reflecting a price decline for sugar and its products of 22.6 per cent, and 18.4 per cent for fresh fruits. Because of a sharp decline in the prices of raw cotton, the textile products component declined 4.2 per cent to 405.3 from the November index of 423.0.

Non-ferrous metals declined 2.1 per cent; animal products and iron products were unchanged; non-metallic minerals rose 0.1 per cent and chemical products 2.7 per cent, as a result of increases for soap and detergents and fertilizer materials.

City Consumer, January

Consumer price indexes rose in all regional cities during January with

increases ranging from 0.1 per cent in Winnipeg to 0.8 per cent in Saint John and Quebec. Food indexes advanced in nine cities, declined in four, and were unchanged in one.

Prices were generally higher for dairy, bakery and cereal products, eggs, processed fruit and vegetables, beverages and food eaten away from home but there was a decline in the prices of most meats, poultry, fresh fruit and sugar. Housing components rose in twelve cities and were unchanged in two because of higher household operation costs and increased wages for household help. Clothing indexes increased in eight cities and declined in six; transportation components rose in all cities as a result of higher prices for imported cars and increased train fares. Health and personal care indexes increased in thirteen cities and were unchanged in one, and prices were generally higher for pharmaceuticals and toiletries. Tobacco and alcohol components rose in twelve cities and were unchanged in two, reflecting higher prices for alcoholic beverages consumed at home and, in several centres, increased prices for tobacco products. Recreation, education and reading indexes increased in nine cities and were unchanged in five.

Consumer, January

The Consumer Price Index for Canada (1961 = 100) rose 0.5 per cent, to 176.6 in January from 175.8 in December, recording its lowest month-to-month movement since October 1973, Statistics Canada reported. Between January 1974 and January 1975, the CPI advanced 12.1 per cent, with more than one third of the 12-month increase due to higher food prices and a further one quarter to advances in the housing component. In January 1975, lower retail prices for sugar, beef and poultry largely offset higher prices for fresh milk, eggs and cereal and bakery products—limiting the rise in the food index to 0.3 per cent. Two thirds of this increase was because of higher prices for food consumed outside the home, which, on average, advanced by 1.3 per cent.

The index for all-items other than food advanced 0.6 per cent, primarily because of higher electricity and gas rates, increased prices of alcoholic beverages, advances in rail fares and increased prices for automobiles from outside North America. The effect of these price rises was partially offset by slightly lower clothing prices, and by a decrease in the home-ownership index as a result of price reductions for building materials.

The Consumer Price Index reclassified by goods and services gives another view of the incidence of price change. Between December and January, the total goods index advanced 0.4 per cent and the index for services advanced 0.5 per cent.

On a seasonally adjusted basis the December to January rise in the all-items Consumer Price Index was 0.5 per cent, less than half the rate of increase of the preceding three months. The food index, seasonally adjusted, rose 0.1 per cent, and all-items excluding food advanced 0.6 per cent.

Employment, January

The seasonally adjusted employment level was estimated at 9,227,000 for the week ended January 18, a decline of 38,000 from December, Statistics Canada reported. The level declined by 32,000 for men 25 years of age and over, but for women in that age group it increased by 26,000. For persons age 14-24, employment declined by 37,000. Full-time employment declined by 59,000, with most of the decrease, 56,000, occurring among men.

On a provincial basis, employment declined in Ontario by 37,000 and in British Columbia by 16,000. There were increases in Newfoundland, 3,000; Prince Edward Island, 1,000; Quebec, 1,000; Manitoba, 2,000; Saskatchewan, 5,000; and Alberta, 2,000. There was no change in Nova Scotia and New Brunswick.

Unemployment

There was a substantial increase of 70,000, to 660,000, in the seasonally adjusted level of unemployment. The level for men 25 years of age and

over increased by 38,000 to 251,000 and that for persons 14-24 years of age advanced by 27,000 to 325,000.

The level for persons unemployed for three months or less increased by 53,000 and that for persons unemployed for four months or more by 20,000. The unemployment level increased for all provinces with the exception of Nova Scotia, where there was a slight decline, and in Quebec and Saskatchewan, where the level was unchanged. The largest increase, 54,000, was in Ontario.

Unemployment Rates

There was a substantial increase of 0.7 (from 6.0 to 6.7) between December and January, in the seasonally adjusted unemployment rate. The rate increased by 0.8 to 5.2 for men 25 years of age and over; the rate for women in that age group was unchanged at 3.6. For persons 14-24 years of age, the rate increased by 1.0 to 11.8. By province, the rate advanced by 1.4—mainly in Ontario. Increases occurred also in Newfoundland, 0.1; New Brunswick, 0.3; Manitoba, 0.7; Alberta, 0.5; and

British Columbia, 0.7. In Nova Scotia the unemployment rate declined by 1.3, and it was unchanged in Quebec and Saskatchewan.

Participation Rates

The seasonally adjusted participation rate for Canada increased by 0.1 to 58.8 in January, primarily because of an increase of 0.4 for women 25 years of age and over. The participation rate increased in all provinces with the exception of Prince Edward Island, Nova Scotia, and British Columbia, where it declined. The largest increase, 1.3, was in Newfoundland, and the largest decrease, 0.9, was in British Columbia.

Actual Data

In January, the labour force was estimated to be 9,683,000 persons, of whom 8,866,000 were employed and 817,000 unemployed. The unemployment rate was 8.4 in January 1975 compared with 6.9 in January 1974. The participation rate was 57.5 compared with 56.8 in January 1974.



CONCILIATION

During January the Minister of Labour appointed conciliation officers to deal with the following disputes:

Transair Limited, Winnipeg International Airport, Winnipeg, Man., and International Association of Machinists and Aerospace Workers (representing a unit of maintenance employees)(Conciliation Officer: A. E. Koppel).

Transair Limited, Winnipeg International Airport, Winnipeg, Man., and International Association of Machinists and Aerospace Workers (representing a unit of traffic and reservation employees)(Conciliation Officer: A. E. Koppel).

Algoma Central Railway, Sault Ste. Marie, Ont., and Brotherhood of Railway Carmen of the United States and Canada; International Association of Machinists and Aerospace Workers and International Brotherhood of Boilermakers, Iron Ship Builders, Blacksmiths, Forgers and Helpers (Conciliation Officer: M. K. Carson).

National Harbours Board, Montréal, Qué., and le Syndicat national des employés de perception (CSN) (Conciliation Officer: M. Archambault).

Delta Cable Television Ltd., Delta, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J. M. Collins).

Canadian Wirevision Limited, Vancouver, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J. M. Collins).

Western Cablevision Limited, Surrey, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J. M. Collins).

North West Community Video Ltd., North Vancouver, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J.M. Collins).

Nordair Limited, Montréal International Airport, Dorval, Qué., and International Association of Machinists and Aerospace Workers, Lodge 2309 (representing a unit of flight attendants) (Conciliation Officer: G. R. Doucet).

Active Cartage Limited, Rexdale, Ont., and Teamsters Local 879 and General Truck Drivers Union, Local 938 (Conciliation Officers: T. B. McRae and K. Hulse).

National Harbours Board, Port of Montréal, Montréal, Qué., and le Syndicat national des employés de Bureau du Port de Montréal (Conciliation Officer: M. Archambault).

National Harbours Board, Port of Montréal, Montréal, Qué., and Syndicat national des employés du Port de Montréal (CSN)(representing general workers; grain elevator employees; refrigerator warehousemen and stationary emngineers)(Conciliation Officer: S. T. Payne).

Harbour Ferries Limited, Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Officer: J. M. Collins).

National Harbours Board, Montréal, Qué., and National Harbours Board Police Brotherhood Montréal (Conciliation Officer: G. R. Doucet).

Les Déménagements Côté Ltée, Québec, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (Conciliation Officer: G. R. Doucet).

Imperial Marine Industries Limited, North Surrey, B.C., and Canadian Merchant Service Guild (representing a unit of masters and mates)(Conciliation Officer: A. A. Franklin).

Settlements by conciliation officers. Hendrie and Company Limited, Toronto, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: K. Hulse) (LG, March).

Christensen Canadian Enterprises Limited, North Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: A. A. Franklin)(LG, March).

Pacific Pilotage Authority, Vancouver, B.C., and Canadian Merchant Service Guild, The Fraser Pilots' Association (Conciliation Officer: J. M. Collins) (LG, March).

Pacific Pilotage Authority, Vancouver, B.C., and Pacific Pilotage Employees' Union, Local 1678 (CLC) (Conciliation Officer: J. M. Collins)(LG, February).

Northern Industrial Carriers Limited, Edmonton, Alta., and General Teamsters, Local 362 and General Truck Drivers and Helpers, Local 31

(Conciliation Officer: D. H. Cameron)(LG, February).

Canadian Pacific Air Lines, Limited, Vancouver, B.C., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (representing a unit of clerical employees in the Accounting and Computer Services Departments) (Conciliation Officers: D. H. Cameron and J. M. Collins)(LG, February).

Strike action following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). D.C.B. Industries Ltée. St-Laurent, Qué., Champlain Sept Iles Express Inc., St-Hubert, Qué., and Brazeau Transport Inc., Rouyn, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (Conciliation Officer: S. T. Payne) (strike action commenced January 6, 1975)(LG, March).

Dispute lapsed following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Charterways Co. Limited and General Truck Drivers' Union, Local 938 (representing a unit of regular part-time school bus and charter drivers based at Bowmanville, Ont.)(Conciliation Officer: H. A. Fisher)(LG, Sept. 1974).

Conciliation commissioner appointments. Algoma Central Railway, Sault Ste. Marie, Ont., and United Transportation Union (T)(Conciliation Commissioner: George S.P. Ferguson, Q.C.)(LG, March).

British Columbia Telephone Company, Vancouver, B.C., and Federation of Telephone Workers of British Columbia (representing employees of Traffic, Plant and Clerical Divisions)(Conciliation Commissioner: Hugh G. Ladner)(LG, March).

Central Broadcasting Company, Prince Albert, Sask., and International Brotherhood of Electrical Workers, Local 529 (Conciliation Commissioner: G. D. Eamer)(LG, February).

Atomic Energy of Canada Limited, Ottawa, Ont., and Oil, Chemical and Atomic Workers' International Union, Local 9-785 (representing a unit of employees at the employer's Heavy Water Plant at Glace Bay, N.S.)(Conciliation Commissioner: Judge Nathan Green, Q.C.)(LG, February).

Swan River-The Pas Transfer Ltd., Winnipeg, Man., and General Drivers, Warehousemen and Helpers, Local 979 (Conciliation Commissioner: J. F. O'Sullivan) (LG, January).

Conciliation commissioner reports received. Central Broadcasting Company, Prince Albert, Sask., and International Brotherhood of Electrical Workers, Local 529 (Conciliation Commissioner: G. D. Eamer)(see above).

Kootenay Broadcasting Company Limited and E.K. Radio Ltd., Cranbrook, B.C., and Association of Commercial and Technical Employees Local 1705 (CLC) (representing a unit of employees at CJAT/AM and FM, Trail, B.C.)(Conciliation Commissioner: Hugh G. Ladner)(LG, March).

Eastern Telephone and Telegraph Company, Sydney, N.S., and International Brotherhood of Electrical Workers, Local 2096 (Conciliation Commissioner: Lorne O. Clarke, Q.C.)(LG, March).

Moffat Communications Limited, Vancouver, B.C., and Canadian Union of Public Employees, Broadcast Division)(Conciliation Commissioner: Hugh G. Ladner) (LG, February).

Conciliation board fully constituted.

The Conciliation Board established to deal with a dispute between Canadian National Railway Company, Montréal, Qué., and Canadian National Railways Police Association (representing a unit of employees classified as sub-inspector, investigator and special agent) was fully constituted with the appointment of Thomas C. O'Connor of Toronto. Mr. O'Connor was appointed by the Minister in the absence of a joint recommendation from the other two members of the Board, company nominee J. W. Healy, Q.C., and Dennis R. Latten, both of Toronto.

Appointment of mediators under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations).


Royal Canadian Mint, Ottawa, Ont., and Public Service Alliance of Canada (Mediator: H. Bartenbach) (LG, March).

Q.C.T.V. Ltd., Edmonton, Alta., and International Brotherhood of Electrical Workers, Local 1007 (Mediator: A. A. Franklin).

Settlement reached by mediator under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Bulk Carriers Limited,

Mississauga, Ont., Lou's Transport Limited, Rexdale, Ont., and Tank Truck Transport Limited, Rexdale, Ont., and Teamsters Locals 91, 106, 141, 880, 938 and 990 (Mediator: T. B. McRae)(LG, March).

Strike action following appointment of mediator under Sec. 195 of the Canada Labour Code (Part—Industrial Relations). Royal Canadian Mint, Ottawa, Ont., and Public Service Alliance of Canada (Mediator: H. Bartenbach) (strike action commenced January 9, 1975)(see above).



Additions to the Library

LIST NO. 312

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. When requesting loans, please indicate the publication numeral and the month listed.

ABSENTEEISM

1. **Bureau of National Affairs, Washington, D.C.** Employee absenteeism and turnover. Washington, 1974. 45p.
2. **Yolles, Stanley Fausst.** Absenteeism in industry, by Stanley F. Yolles, Pasquale A. Carone and Leonard W. Krinsky. Springfield, Ill., Thomas, 1974, c1975. 141p.

ACCIDENTS

3. **U.S. Bureau of Labor Statistics.** Occupational injuries and illnesses by industry 1972. Washington, GPO, 1974. 120p.
4. **U.S. Congress. House. Committee on Interstate and Foreign Commerce. Subcommittee on Transportation and Aeronautics.** Railroad Safety. Hearings, Ninety-third Congress, second session on H.R. 14076...and H.R. 14077...May 3, 6

and 17, 1974. Washington, G.P.O., 1974. 180p.

ARBITRATION, INDUSTRIAL

5. **Blockhaus, Arthur P.** Grievance arbitration case studies. Boston, Cahners Books, 1974. 408p.
6. **Nothdurft, K.H.** The complete guide to successful business negotiation. London, Leviathan House, 1974. 196p.

AUTOMATION-LABOUR ASPECTS

7. **U.S. Bureau of Labor Statistics.** Technological change and manpower trends in six industries: textile mill products, lumber and wood products, tires and tubes, aluminum, banking and health services. Washington, GPO, 1974. 66p.

CANADA-POLITICS AND GOVERNMENT

8. **Aucoin, Peter.** Knowledge, power and public policy, by Peter Aucoin and Richard French. Ottawa, Information Canada, 1974. 95p.

COLLECTIVE AGREEMENTS

9. **U.S. Bureau of Labor Statistics.** Characteristics of agreements covering 1,000 workers or more, July 1, 1973. Washington, GPO, 1974. 72p.

COLLECTIVE BARGAINING

10. **Collins, John James.** Bargaining at the local level. New York, Fordham University Press, 1974. 191p.
11. **Pisapia, John Ralph.** Professional values and faculty unionism. Ann Arbor, Mich., University Microfilms, 1974. 192p.
12. **Tanimoto, Helene S.** Guide to statutory provisions in public sector collective bargaining: strike rights and prohibitions, by Helene S. Tanimoto and Joyce M. Najita. Honolulu, Industrial Relations Center, University of Hawaii, 1974. 93p.
13. **Weisberger, June.** Examples of language and interpretation in public sector collective bargaining agreements: a guide for public officials and other interested parties. Ithaca, N.Y., New York State School of Industrial and Labor Relations, Cornell University, 1974. 115p.

COMMUNISM

14. **McEwen, Tom.** The forge glows red; from blacksmith to revolutionary. Toronto, Progress Books, 1974. 260p.

CORPORATIONS, INTERNATIONAL

15. **Wilkins, Mira.** The maturing of multinational enterprise: American business abroad from 1914 to 1970. Cambridge, Mass., Harvard University Press, 1974. 590p.

DIRECTORS OF CORPORATIONS

16. Duties and responsibilities of boards of directors in Canada; a symposium held in Toronto, May 1974. Ottawa, Conference Board in Canada, 1974. 44p.

DISCRIMINATION IN EMPLOYMENT

17. U.S. Equal Employment Opportunity Commission. Affirmative action and equal employment; a guidebook for employers. Washington, GPO, 1974. 2v.

ECONOMIC POLICY

18. Committee for Economic Development. How the United States and Japan see each other's economy; an exchange of views between the American and Japanese Committee for Economic Development. Isaiah Frank and Ryokichi Hirono, editors. New York, 1974. 143p.

19. Committee for Economic Development. Toward a new international economic system; a joint Japanese-American view; a statement by the Research and Policy Committee of the Committee for Economic Development and Keizai Doyukai, the Japan Committee for Economic Development. New York, 1974. 54p.

20. Maxwell, Judith, ed. Policy review and outlook, 1975; restructuring the incentive system. Montreal, C.D. Howe Research Institute, 1974. 159p.

HOURS OF LABOUR—FLEXIBLE HOURS

21. Québec (City). Université Laval. Département des relations industrielles. L'aménagement des temps de travail; l'horaire variable et la semaine comprimée, par Jean Boivin et al. Publié sous la direction

de Jean Sexton et Jean Boivin. Québec, Les Presses de l'Université Laval, 1974. 337p.

HUMAN RELATIONS

22. Avis, Warren E. Shared participation: finding group solutions to personal, corporate, and community problems. 1st ed. Garden City, N.Y., Doubleday, 1973. 180p.

HUMAN RIGHTS

23. Puerto Rico. Civil Rights Commission. The protection of human rights of women in the Inter-American system, prepared for the First Inter-American Seminar on Human Rights by the Civil Rights Commission of the Commonwealth of Puerto Rico, April 3-6, 1974. Presented by Carmen R. Maymi, Director, Women's Bureau, U.S. Department of Labor. Washington, U.S. Women's Bureau, U.S. Department of Labor, 1974. 36p.

INDUSTRIAL DISPUTES

24. Paterson, Lee T. Management strike handbook; a guide to handling public employee strikes, by Lee T. Paterson and John Liebert. Chicago, International Personnel Management Association, 1974. 43, 29p.

INDUSTRIAL HEALTH

25. Brodeur, Paul. Expendable Americans: New York, Viking Press, 1974. 274p.

INDUSTRIAL RELATIONS

26. Bendix, Reinhard. Work and authority in industry; ideologies of management in the course of

industrialization. Berkeley, University of California Press, 1974. 464p.

INDUSTRY—SOCIAL ASPECTS

27. Kempner, Thomas. Business and society; tradition and change, by Thomas Kempner, Keith MacMillan and Kevin Hawkins. London, Allen Lane, c1974. 288p.

INFLATION

28. Tongue, William. How we can halt inflation and still keep our jobs. Homewood, Ill., Dow Jones-Irwin, 1974. 237p.

INVESTMENTS

29. Conference Board. Capital investments: appraisals and limits, by Patrick J. Davey. New York, 1974. 42p.

LABOUR LITERATURE

30. Fowke, Edith Fulton. Songs of work and protest, by Edith Fowke and Joe Glazer. New York, Dover, 1973. 209p.

LABOUR ORGANIZATION

31. Fried, Albert, comp. Except to walk free; documents and notes in the History of American labor. Garden City, N.Y., Anchor Press, 1974. 340p.

MANAGEMENT

32. Grossman, Lee. The change agent. New York, AMACOM, 1974. 168p.

33. Man and the future of organizations. Edited by Carl A.

Bramlette, Jr. and Michael H. Mescon. Atlanta, Ga., Dept. of Management, School of Business Administration, Georgia State University, 1974. 57p.

MANPOWER POLICY

34. Emergency employment act; the PEP generation. Edited by Sar A. Levitan and Robert Taggart. Salt Lake City, Olympus, 1974. 257p.

35. Mangum, Garth Leroy. Manpower planning for local labor markets, by Garth Mangum and David Snedeker. Salt Lake City, Olympus, 1974. 335p.

PENSIONS

36. National Tax Association—Tax Institute of America symposium: New developments in tax administration and pension plans...Washington, D.C., July 11-12, 1974. Washington, D.C., National Tax Journal, 1974. p.371-493.

PUBLIC WELFARE

37. Burke, Vincent J. Nixon's good deed: welfare reform, by Vincent J. and Vee Burke. New York, Columbia University Press, 1974. 243p.

RACE PROBLEMS

38. Hughes, David R. The anatomy of racism: Canadian dimensions, by David R. Hughes and Evelyn Kallen. Montreal, Harvest House, 1974. 230p.

SHIFT SYSTEM

39. Crump, C. Kenneth. Master rotation for shift work, by C. Kenneth Crump and E.F. Peter Newson.

London, Ont., Research and Publications Division, School of Business Administration, University of Western Ontario, c1974. 44p.

40. Crump, C. Kenneth. The twelve-hour shift in nursing services, by C. Kenneth Crump, in association with E.F. Peter Newson. London, Ont., Research and Publications Division, School of Business Administration, University of Western Ontario, 1974. 44p.

SOCIAL INDICATORS

41. Henderson, D.W. Social indicators, a rationale and research framework. Ottawa, Economic Council of Canada, 1974. 90p.

SOCIAL SECURITY

42. U.S. Social Security Administration. Social security handbook: retirement insurance, survivors insurance, disability insurance, health insurance, black lung benefits and supplemental security income. 5th ed. Washington, GPO, 1974. 504p.

U.S. NATIONAL LABOR RELATIONS BOARD

43. Gabriel, Ronald Lee. A critical evaluation of the role and functions of the General Counsel of the National Labor Relations Board in the investigation and prosecution of unfair labor practice charges, August 22, 1947 to June 25, 1971. Ann Arbor, Mich., University Microfilms, 1974. 226p.

WAGE DETERMINATION

44. Wage determination; papers presented at an international

conference, Paris, 3rd-6th July 1973. Paris, O.E.C.D., 1974. 367p.

WINNIPEG STRIKE, 1919

45. Bercuson, David Jay. Confrontation at Winnipeg; labour, industrial relations and the General Strike. Montreal, McGill-Queen's University Press, 1974. 227p.

46. McNaught, Kenneth William Kirkpatrick. The Winnipeg Strike: 1919, by Kenneth McNaught and David J. Bercuson. Toronto, Longman Canada Ltd., c1974. 126p.

WOMEN—EMPLOYMENT

47. U.S. Women's Bureau. Facts on women workers of minority races. Rev. ed. Washington, GPO, 1974. 9p.

WORK

48. Clayre, Alasdair. Work and play; ideas and experience of work and leisure. London, Weidenfeld and Nicolson, c1974. 261p.

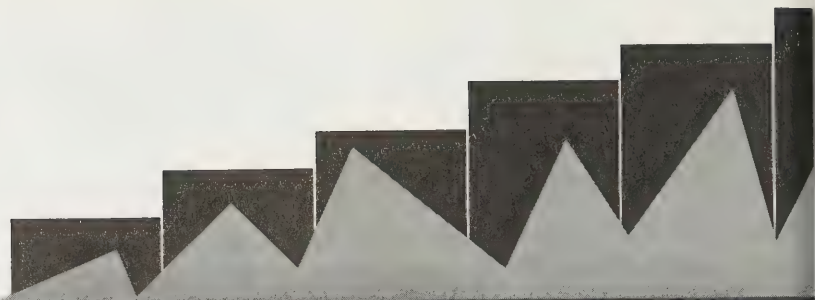
WORK SATISFACTION

49. Ontario. Ministry of Labour. Research Branch. Innovative work arrangements: a case study in job enrichment: Canadian Industries Limited (CIL) Paints Division, Vaughan Centre, by Ian S.G. Meadows. Toronto, 1974. 16p.

WORKMEN'S COMPENSATION

50. Association internationale de la sécurité sociale. Les aspects financiers de l'assurance contre les accidents du travail. Rapporteur: Mario Brancoli. Genève, 1974. 47p.

labour statistics



Principal Items	Date	Amount	Percentage Change from				
			Previous Month		Previous Year		
TOTAL CIVILIAN LABOUR FORCE*			(in thousands)				
Week ended January 18, 1975			9,683	—	0.3	+	4.3
Employed	January 1975	8,866	—	2.8	+	2.5	
Agriculture	"	398	—	2.7	+	3.1	
Non-agriculture	"	8,468	—	2.8	+	2.5	
Paid workers	"	7,884	—	2.9	+	2.3	
At work 35 hours or more	"	6,948	—	4.2	+	1.7	
At work less than 35 hours	"	1,528	—	2.2	+	3.9	
Employed but not at work	"	390	+	27.0	+	13.4	
Unemployed	"	817	+	36.9	+	28.3	
Atlantic	"	112	+	27.3	+	19.1	
Quebec	"	271	+	24.9	+	12.9	
Ontario	"	264	+	61.0	+	52.6	
Prairies	"	67	+	36.7	+	11.7	
British Columbia	"	102	+	29.1	+	45.7	
Without work and seeking work	"	735	+	36.4	+	23.7	
On temporary layoff up to 30 days	"	82	+	41.4	+	90.7	
INDUSTRIAL EMPLOYMENT (1961 = 100)†	October 1974	145.8	—	0.1	+	3.5	
Manufacturing employment (1961 = 100)†	"	134.3	—	1.1	+	0.5	
IMMIGRATION	1st 9 mon. 1974	166,401	—				
Destined to the labour force	"	81,655	—				
STRIKES AND LOCKOUTS							
Strikes and lockouts	December 1974	130	—	42.2	+	56.6	
No. of workers involved	"	25,478	—	67.5	—	59.3	
Duration in man days	"	317,110	—	44.2	—	3.1	
EARNINGS AND INCOME							
Average weekly earnings (ind. comp.)†	October 1974	187.10	+	1.5		13.2	
Average hourly earnings (mfg.)†	"	4.63	+	2.0		16.3	
Average weekly hours paid (mfg.)†	"	39.2	—		—	2.0	
Consumer price index (1961 = 100)	January 1975	176.6	+	0.5	+	12.1	
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡ ...	October 1974	139.9	+	0.9	+	1.5	
Total labour income (millions of dollars)†	December 1974	6,704.8	+	1.5	+	21.1	
INDUSTRIAL PRODUCTION†							
Total (average 1961 = 100)	December 1974	214.5	—	0.7	—	2.4	
Manufacturing	"	210.4	—	1.1	—	2.8	
Durables	"	181.8	—	0.5	—	3.9	
Non-durables	"	246.5	—	1.7	—	1.8	
NEW RESIDENTIAL CONSTRUCTION**							
Starts	December 1974	169,437	—		—	19.9	
Completions	"	202,989	—		+	2.8	
Under construction	"	138,360	—		—	20.9	

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1969-1974

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Strikes and Lockouts in Existence During Month or Year	
				Duration in Man-Days	Percentage of Estimated Working Time
1969	566	595	306,799	7,751,880	0.46
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	721	348,527	5,776,140	0.30
1973:					
December	22	84	59,132	304,670	0.21
1974:					
January	66	112	24,122	264,860	0.16
February	71	132	44,475	424,270	0.28
March	83	144	51,473	437,630	0.27
April	120	187	66,484	620,510	0.38
May	143	254	96,535	1,398,940	0.80
June	121	226	217,420	2,025,650	1.24
July	130	236	107,848	1,021,110	0.55
August	120	241	73,157	858,910	0.47
September	95	229	67,085	718,070	0.45
October	95	210	63,418	686,480	0.39
November	95	203	77,474	481,580	0.30
*December	31	130	25,478	317,110	0.20

* Preliminary. † Revised.

STRIKES AND LOCKOUTS, DECEMBER, 1974, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Agriculture	-	1	503	700
Forestry	-	-	-	-
Fishing	-	1	35	700
Mines	-	3	881	3,730
Manufacturing	15	75	15,376	209,980
Construction	3	7	1,985	27,370
Transpn. & utilities	5	16	2,452	21,840
Trade	3	8	2,062	6,040
Finance	-	-	-	-
Service	2	13	1,740	34,590
Public administration	3	6	444	2,160
All industries	31	130	25,478	317,110

STRIKES AND LOCKOUTS, DECEMBER, 1974, BY JURISDICTION (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland	1	2	185	830
Prince Edward Island	-	-	-	-
Nova Scotia	2	4	307	1,820
New Brunswick	2	3	228	1,880
Quebec	9	47	10,549	156,790
Ontario	8	36	5,897	86,210
Manitoba	1	4	611	10,930
Saskatchewan	1	5	302	3,720
Alberta	1	5	2,153	9,680
British Columbia	2	17	3,322	39,010
Federal	4	7	1,924	6,240
All jurisdictions	31	130	25,478	317,110

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1974 (PRELIMINARY)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					December	Accu- mulated	Termination Date	Result
Agriculture								
*Canada Dept. of Agriculture Various locations in Canada	Public Service Alliance of Canada (CLC)			503	700	2,450	Nov. 23 Dec. 5	Wages—Settled by mutual agree- ment
Mines								
METAL MINES								
Canex Placer Development, Endako Mines Division, Fraser Lake, B.C.	Can. Assoc. of Industrial Mechanical Workers Loc. 17 (CCU)			420	4,600	19,690	Oct. 11 Dec. 16	Wages & fringe benefits—Sett- led by mutual agreement
Les Mines Patino du Québec Chibougamau, Qué.	Steelworkers Loc. 5914 (AFL/CIO/CLC)			410	9,080	12,890	Nov. 18	Wages, cost-of-living clause—
Manufacturing								
FOOD & BEVERAGES								
Hiram Walker and Sons Ltd. Windsor, Ont.	Can. Union of Distillery Workers, Loc. 1 (Ind.)			800	9,600	93,600	July 2 Dec. 18	Slowness in negotiations—Wage increases, cost-of-living clause
Boulangerie Christie Ltd. Montréal, Qué.	Bakery Workers Loc. 55 (AFL/CIO/CLC)			180	3,600	12,600	Sept. 20	Firing of two employees—
Hiram Walker & Sons Ltd. Winfield, B.C.	Distillery Workers Loc. 202 (AFL/CIO/CLC)			175	1,750	7,350	Oct. 16 Dec. 16	Respecting picket line set up by Union of Distillery Wor- kers from Walkerville plant. —Settled by mutual agreement
Avico (1970) Ltd. Iberville, Qué.	Commerce Federation (CNTU)			269	5,380	12,380	Oct. 25	Wages—
*Robin Hood Flour Mill, Montréal, Qué.	Commerce Fed'n. (CNTU)			125	2,500	3,500	Nov. 20	Cost-of-living adjustment, grievances—
Carling O'Keefe Vancouver, B.C.	Brewery Workers Loc. 300 (AFL/CIO/CLC)			250	750	750	Dec. 27	Protesting lay-offs—
RUBBER								
Canadian Technical Tape, Montréal, Qué.	Federation of Paper Workers (CNTU)			180	3,600	12,600	Sept. 20	Wages, cost-of-living escala- tor clause, voluntary over- time—
TEXTILES								
Hubbard Dyers Ltd. Montréal, Qué.	(CNTU)			270	5,400	10,800	Nov. 4	Wages & fringe benefits—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			December	Accu- mulated	Termination Date	Result
KNITTING MILLS							
	Penmans Ltd. Saint-Hyacinthe, Qué.	Textile Federation (CNTU)	330	6,600	48,510	May 31	Wages—
WOOD							
	Canadian Forest Products Hunting-Merritt, B.C.	Woodworkers Loc. 1-2 (AFL-CIO/CLC)	200	4,000	115,600	Sept. 13/ 72	Shorter hours, elimination of piece work rates of pay
PRINTING & PUBLISHING							
	Six printing firms Montréal, Qué.	Fed'n. of Communication (CNTU)	229	1,600	5,720	Nov. 6 Dec. 11	Not reported—Not reported
	Montreal Fast Print (1966) Ltd. Montréal, Qué.	(CNTU)	170	850	1,700	Nov. 25 Dec. 9	Misunderstanding with union president—Settled by mutual agreement
PAPER							
	Papeterie Canadienne Joliette, Qué.	Communication Workers Fed'n. (CNTU)	180	3,600	22,680	July 3	Wages & fringe benefits—
	Sonoco Products Ltd. Terrebonne, Qué.	Federation of Paper Workers (CNTU)	110	2,200	8,690	Sept. 9	Seniority, cost-of-living adjustment—
	Québec Containers Ltd., Québec Carton Montréal, Qué.	Canadian Paper- workers Loc. 667 (CLC)	152	1,980	8,360	Oct. 2 Dec. 11	Cost-of-living adjustment— Not reported.
	Dryden Paper Co. Ltd., Dryden, Ont.	Can. Paperworkers Loc. 105 (CLC)	200	200	200	Dec. 2 Dec. 4	Cost-of-living adjustment— Return of workers
	MacMillan Bloedel Ltd., Harmac, B.C.	Pulp & Paper Workers of Canada Loc. 8 (CCU)	1,100	3,300	3,300	Dec. 5 Dec. 10	Use of locks to mark equip- ment under repair—Dispute settled.
	Dryden Paper Co. Ltd., Dryden, Ont.	Can. Paperworkers Loc. 105 (CLC)	200	400	400	Dec. 6 Dec. 8	Cost-of-living adjustment— Return of workers
	Compagnie Interna- tional de Papier du Canada La Tuque, Qué.	Canadian Paper- workers Loc. 530 (CLC)	1,220	8,710	8,710	Dec. 6 Dec. 16	Cost-of-living adjustment— Workers called back by employer
	Fibracon Inc. Chomedey, Qué.	Woodworkers Loc. 2-279 (AFL-CIO/CLC)	140	1,960	1,960	Dec. 10	Wages & fringe benefits—
METAL FABRICATING							
	Québec Wires Trois-Rivières	Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	1,250	1,250	Dec. 16	Employees locked-out—
MACHINERY							
	Canadian Tyler Refrigeration Ltd. Barrie, Ont.	Steelworkers Loc. 6585 (AFL-CIO/CLC)	150	3,000	5,850	Nov. 3	Contract issues—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1974 (PRELIMINARY) (CONT)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				December	Accu- mulated	Termination Date	
Location							Result
TRANSPORTATION EQUIPMENT							
United Aircraft of Canada, Ltd. Longueuil, Qué.	Auto Workers Loc. 510 (CLC)	1,800	36,000	561,000	Jan. 7	Union security, wages, cost-of-living clause—	
Glendale Corporation Strathroy, Ont.	Machinists Loc. 2374 (AFL-CIO/CLC)	350	350	20,300	Sept. 10 Dec. 3	Fringe benefits—Not reported	
Flyer Industries Ltd., Winnipeg, Man.	Can. Assoc. of Industrial Mechanical Workers (CCU)	500	10,000	30,500	Oct. 1	Wages & union jurisdiction	
Bendix Home Systems Ltd., Hensall, Ont.	Carpenters Loc. 3054 (AFL-CIO/CLC)	285	2,000	3,430	Nov. 25 Dec. 11	Wages & cost-of-living clause— Settled by mutual agreement	
M.L.W. Industries Montréal, Qué.	Steelworkers Loc. 4589 (AFL-CIO/CLC)	900	9,000	9,000	Dec. 2 Dec. 16	Wages, cost-of-living clause— Wage increases, cost-of-living clause & improved benefits	
ELECTRICAL PRODUCTS							
C.P. Clare Canada Weston, Ont.	U.E. Loc. 518 (CLC)	275	5,500	9,350	Nov. 11	Wages & fringe benefits—	
Electrolux Canada Ltd., Pointe-Claire, Qué.	Steelworkers Loc. 6608 (AFL-CIO/CLC)	520	10,400	15,600	Nov. 18	Wages & fringe benefits	
NON-METALLIC MINERAL PRODUCTS							
Fiberglass Canada Ltd., Candiac, Qué.	Oil Workers Loc. 9821 (AFL-CIO/CLC)	275	5,500	7,430	Nov. 21	Contract issues—	
CHEMICAL PRODUCTS							
Rexall Drug Co. Ltd. Mississauga, Ont.	Chemical Workers Loc. 279 (AFL-CIO/CLC)	153	3,060	6,730	Oct. 28	Not reported—	
MISCELLANEOUS							
St. Lawrence Manufacturing Co. Inc., Giffard, Qué.	Steelworkers Loc. 6072 (AFL-CIO/CLC)	355	2,490	12,790	Oct. 22 Dec. 11	Not reported—Not reported	
Kodak Canada Ltd. Toronto & Brampton, Ont.	Chemical Workers Loc. 159 (AFL-CIO/CLC)	1,047	18,850	35,600	Nov. 7 Dec. 30	Cost-of-living clause, union security—Not reported	
Construction							
Montreal Construction Association Montréal, Qué.	Structural Iron Workers Loc. 823 (AFL-CIO/CLC)	1,200	18,000	21,600	Nov. 27	Cost-of-living adjustment—	
Construction Labour Relations Association. Various locations, B.C.	Boilermakers Loc. 359 (AFL-CIO/CLC)	400	8,000	12,000	Nov. 18	Wages—Wage increases	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1974 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				December	Accumulated		
Location						Termination Date	Result
*Atomic Energy of Canada Ltd. Glance Bay, N.S.	Oil Workers Loc. 9785 (AFL-CIO/CLC)	130	70	70		Dec. 17 Dec. 17	Slowness in negotiations— Return of workers
Newfoundland Engineering & Construction Ltd. St. John's, Nfld.	Labourers & Carpenters (AFL-CIO/CLC)	150	300	300		Dec. 18 Dec. 20	Holiday pay—Return of workers

Transportation & Utilities

TRANSPORTATION

Cie de Transport Saint-Maurice, Shawinigan & Trois-Rivières, Qué	Three CNTU unions	127	2,000	5,450		Oct. 24 Dec. 23	Slowness in negotiations; wages, hours of work, cost-of-living—Not reported
British Columbia Railway Co. Various Locations, B.C.	Five unions	550	12,180	16,110		Nov. 21	Wages & union jurisdiction—
*Air Canada Winnipeg, Man.	Can. Air Line Employees Assoc. (CLC)	600	600	600		Dec. 5 Dec. 6	Job reclassification—Return of workers after one-day study session
*Nine Departments Various Locations	Public Service Alliance of Canada (CLC)	426	1,420	1,420		Dec. 18 Dec. 23	Wages—Return of workers

COMMUNICATIONS

*CKTS, CHLT (4 radio stations) Sherbrooke, Qué.	NABET (AFL-CIO/CLC)	110	330	11,400		June 29 Dec. 20	Wages—Not reported
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POWER, GAS & WATER

Gaz Metropolitain Inc., Montréal, Qué.	Office Employees Loc. 463 (AFL-CIO/CLC)	250	250	1,500		Nov. 25 Dec. 3	Wages, cost-of-living escalator clause—Wage increases, cost-of-living clause.
Nova Scotia Power Commission Point Tupper, N.S.	IBEW (AFL-CIO/CLC)	123	210	210		Dec. 30	Travel allowance— Not reported

Trade

RETAIL

Canada Safeway Edmonton, Alta.	Food Workers Loc. 312 (AFL-CIO/CLC)	172	170	1,460		Nov. 21 Dec. 3	Wages & fringe benefits— Settled by mutual agreement.
Canada Safeway Edmonton, Alta.	Retail Clerks Loc. 401 (AFL-CIO/CLC)	1,614	1,610	10,830		Nov. 21 Dec. 3	Wages & fringe benefits— Settled by mutual agreement; wage increases & improved benefits

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1974 (PRELIMINARY) (CONC)

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, 1970-1974						
Industry	Employer	Union	Duration in Man-days		Starting Date	Major Issues
Location			Workers Involved	December	Accu- mulated	
WHOLESALE						
International Harvester Co. (Parts Dept.) Burlington, Ont.	Auto Workers (CLC)	150	3,000	8,850	Oct. 4	Wages—
Services						
EDUCATION						
Windsor Board of Education Windsor, Ont.	Ontario Secondary School Teachers' Federation (Ind.)	661	13,220	16,530	Nov. 19	Wages—
Lakehead Board of Education Thunder Bay, Ont.	Ont. Secondary School Teachers Fed'n (Ind.)	554	11,080	13,300	Nov. 26	Wages & fringe benefits—
HEALTH & WELFARE						
Norwood Auxiliary Hospital Dr. A. McGugan Nursing Home Edmonton, Alberta	Public Employees Loc. 1158 (CLC)	300	6,640	9,210	Nov. 19	Wage increases to non-union workers—
Public Administration						
LOCAL ADMINISTRATION						
Cité de Hull — City of Hull Hull, Qué.	Public Service Employees Fed'n (CNTU)	150	300	2,550	Nov. 9 Dec. 4	Wages & fringe benefits— Settled through conciliation; wage increases
City of Bathurst Bathurst, N.B.	Public Employees (CLC)	100	100	100	Dec. 3 Dec. 4	Not reported—Not reported

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

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Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 75 cents. Cat. No. L2-1/1972.

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Working Conditions in Canadian Industry, 1972. (Bilingual). Price \$2.00. Cat. No. L2-15/1972.

Measuring the Quality of Working Life. Proceedings of a symposium on social indicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H. Portugal. Price \$4.00. Cat. No. L41-13/1974.

Productivity, Costs and Prices. An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

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Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

ACCIDENT PREVENTION AND COMPENSATION BRANCH

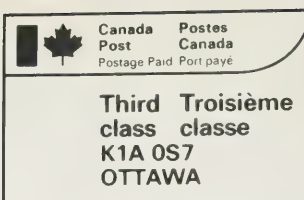
Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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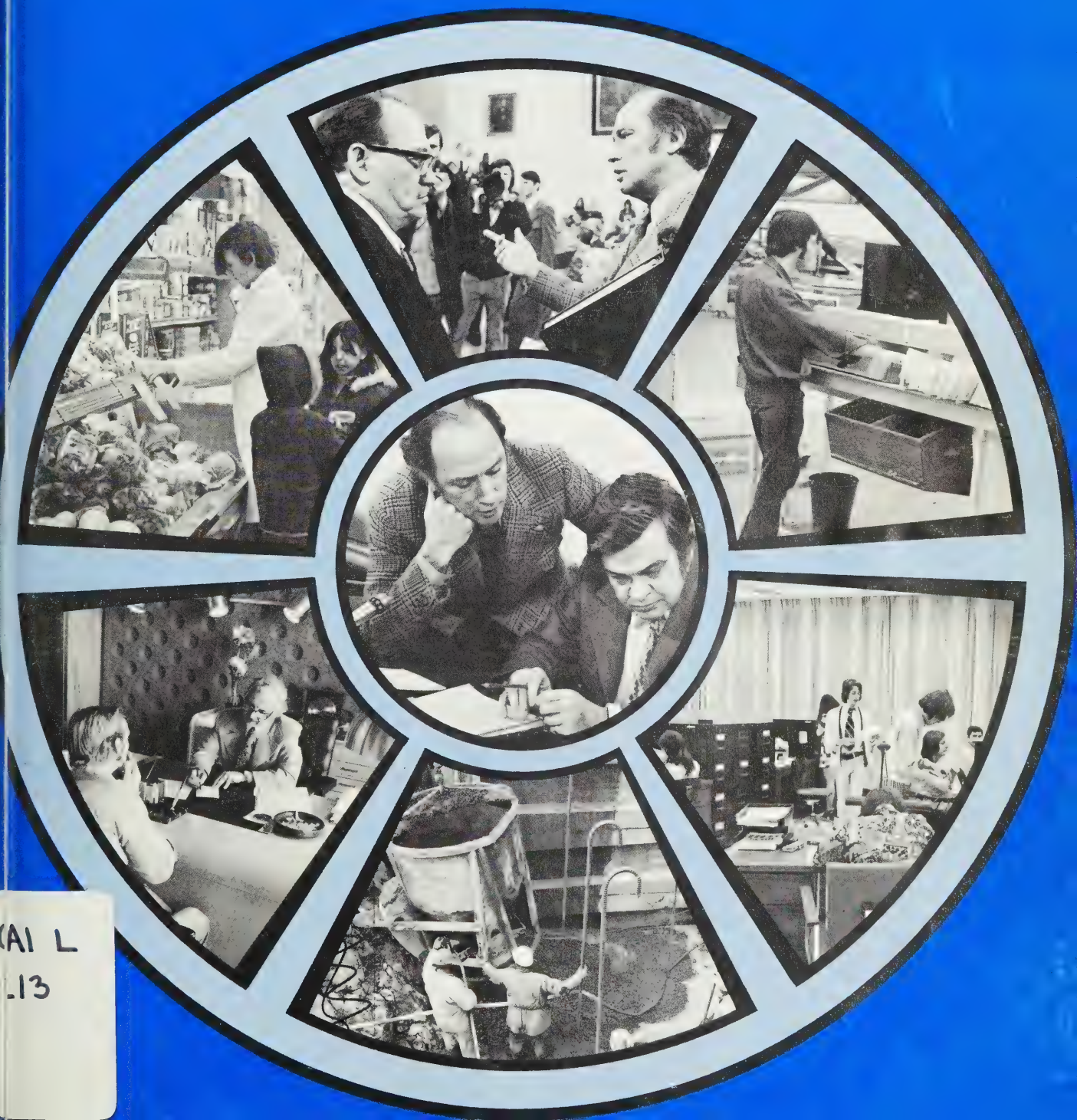


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the labour gazette

may 1975



KAI L
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Monthly Journal Canada Department of Labour

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THE LABOUR GAZETTE and LA GAZETTE DU TRAVAIL are published monthly by the Canada Department of Labour, Public Relations Branch.

CORRESPONDENCE — Address letters dealing with editorial matters to the Editor, The Labour Gazette, 340 Laurier Ave. W., Ottawa K1A 0J2.

SUBSCRIPTIONS — Canada: \$5 a year, single copies 60 cents; all other countries: \$7 a year, single copies 75 cents. Send remittance by cheque or post office money order, payable to the Receiver General of Canada, to Information Canada, Publishing Division, Ottawa K1A 0S9.

CHANGE OF ADDRESS — Send the new address, together with the previous address label, to Information Canada, Publishing Division, Ottawa K1A 0S9.

INDEXED IN: Canadian Periodical Index, Index to Canadian Legal Periodical Literature, Public Affairs Information Service Bulletin, and Work Related Abstracts.



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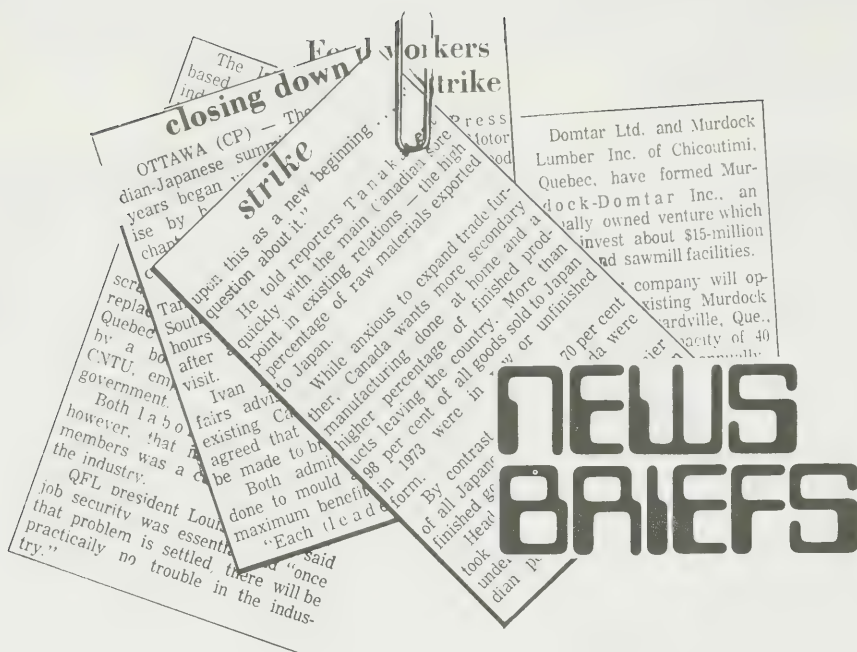
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PSAC Demands More Realism

Strikes as a weapon in obtaining adequate wage settlements are predicted for the months ahead by the Public Service Alliance of Canada (PSAC) unless what it describes as "more realism at the negotiations table" becomes a feature of labour relations.

The PSAC, in its statement to the special joint Parliamentary committee on employer-employee relations, cites the erosion of purchasing power due to inadequate pay rates as contributing to staff relations difficulties among both federal public service employees and those in the private sector. The Alliance says its members do not expect their rates of pay to be higher than all rates in the private sector but that the PSAC membership does expect pay rates comparable to those paid by what it terms "good employers," and deplores the inability of the staff associations and the employer to agree on a list of "good employer firms."

Another contributing factor to strained relations specified by the Alliance is what it terms the employer casting "a jaundiced eye" on union requests for high percentage wage increases without taking into consideration that such requests are not inconsistent with private sector wage and salary trends.

The Alliance is also critical of what it considers the inconsistency of federal arbitral awards where some awards include cost of living allowance (COLA) provisions while other awards dismiss such provisions.

Right to Sue Urged

The Canadian Manufacturers' Association (CMA) says Canadian citizens should be allowed to sue unions they believe have wronged or injured them.

W.H. Wightman, the Association's industrial relations manager told the special joint Committee of Senators and MPs considering amendments to the Public Service Staff Relations Act.

that the only thing stopping private citizens from taking legal action against unions that disrupt public services is that the law prevents it.

"Public opinion is more than ready for such a change in the law," he said, citing a recent Gallup Poll in Ontario that he said, indicated strikes are a leading concern among voters. "The nine million man-days lost due to strikes in 1974 is shameful by any standard, but the most serious aspect is the fact that so much of this lost time was due to a dramatic increase in the number of illegal strikes. The prospect for 1975 doesn't look much brighter. This is all the more reason why governments in all Canadian jurisdictions should move quickly to make unions as fully accountable in law as their corporate counterparts." Whitman also urged the federal Government to repeal the strike provisions of the Public Service Staff Relations Act.

In addition, the Association's brief to the committee termed it "abhorrent" that those seeking a career in the public service should be obliged as a condition of employment to join, or in any way support, a labour union.

Prefer Detroit System

Several auto workers from Detroit found they had a hard time coping with Swedish style industrial democracy at the Saab engine plant in Sodertalje. Under a Cornell University project funded by the Ford Foundation, six workers from Ford and Chrysler plants spent four weeks as members of group assembly teams in Sweden: instead of each worker doing one particular job, a group of three assembled a complete engine, with the group itself deciding how to divide the work and how fast it should be done.

All but one of the Americans concluded that they preferred working in the Detroit assembly line system, despite its monotony. They

complained that the team system demanded faster work and more concentration, and that the lunch breaks were too short. They were also upset by having to change shifts every week, a Swedish practice that allows working spouses to take turns with household chores.”

The Saab plant has used group assembly since 1969, and company officials say they have achieved the goals of improving work environment while maintaining the same output and costs. While no scientific study has been made of worker acceptance, the officials say there has been less absenteeism and employee turnover than with a conventional production line.

Trial of Flexible Hours

Experiments with flexible working hours appear to be successful in the British civil service and may become permanent in many departments. The practice underwent a six-month trial involving 3,000 employees in 24 local offices of the Health and Social Security Department.

Flexible hours are also working out where they've been tried in private British industry. Most employers surveyed by the Employment Department reported that morale had improved without any change in productivity. Where there was a change, it was usually an increase, although a small minority reported a decrease.

Britain still lags far behind some European countries in adopting flexible hours. About 1 per cent of British workers now may choose their own hours, compared with 6 per cent in West Germany and 40 per cent in Switzerland.

4-Day Week Not Common

In the early 1960s, many economists predicted that automation would

shorten the work week. But a survey by the U.S. Bureau of Labor Statistics indicated that by 1974 only about 2 per cent of the labour force regularly worked fewer than five days a week.

A.H. Raskin, an editorial writer for the *New York Times*, points out that for most firms that adopted the system, “the work week is shorter in days but not in hours.”

Nevertheless, Raskin predicts a four-day week, with fewer than 40 hours, for more firms in the post-recession period, and gives two reasons:

Dividing the available work into a shorter work week for all employees represents a constructive way out of the “last hired, first fired” policy tradition, and compressed work schedules are most popular among young workers—the future labour force.

Replaces Assembly Line

The Economist says Sweden leads the world in “humanizing” the production line. The British periodical reports also that Volvo, which eliminated the assembly line when it built its factory at Kalmar, Sweden, is considering extending its new system of “island assembly” to its other plants.

In “island assembly,” instead of each worker doing one task, teams of workers are responsible for the production of a large part of each car.

The Economist says Sweden, along with other Scandinavian countries, has had considerable experience with various forms of industrial democracy, and has found it more effective at the plant level than at the board of directors level:

“The Swedes have found that workers are generally unproductive in management decisions, but particularly good at isolating problems on the factory floor.”

Nevertheless, Sweden has recently adopted legislation stipulating that the board of directors of every corporation with more than 50 employees must include at least two workers’ representatives.

And the *New York Times* says a special commission on workers’ rights is expected to recommend that employers be stripped of their exclusive rights to hire and fire and that unions be given the right to negotiate in employment matters.

Equal Rights Amendment

The 19th amendment to the U.S. Constitution giving women the right to vote, was adopted in 1920, and the 27th amendment, guaranteeing equality under the law for both sexes, may be added in 1975. But that doesn’t appear likely.

Congress sent the amendment to the states for approval in 1972. Since then, 34 have passed it; four more are needed to give it the necessary three-fourth approval.

Opponents of the amendment have lobbied strongly against it during the last two years—with some success. Five states, Oklahoma, Arizona, Georgia, Utah and Nevada, rejected the ERA outright. Virginia, Louisiana, and Indiana killed it for this year. Nebraska and Tennessee have gone as far as to vote to rescind their earlier approval. Votes still are expected in 1975 from North Carolina, South Carolina, Florida, Missouri and Illinois. Opposition will be strong in each case.

The opposition forces are reportedly centered around Roman Catholic and Lutheran groups, which see the amendment as a link to social practices they find distasteful, such as legal abortion and easy divorce.

The proposed amendment reads: “Equality of rights under the law shall

not be denied or abridged by the United States or any State on account of sex."

Executives' Pay Choices

Senior executives are changing their pay preferences in the current business slump, it is reported in *U.S. News & World Report*.

Declining sales and earnings in some industries have left their executives less interested in bonuses tied directly to company profits.

Growing numbers are choosing bigger cash salaries rather than taking part in cash and the rest in deferred compensation.

Because of the lengthy market decline, stock options had been unpopular for a year or so but now they are coming back. Many executives believe the only way their company stock can go now is up.

And as living costs rise, more executives are seeking fringe benefits such as broad medical insurance programs, low-cost vacations at company resorts and expense accounts with generous travel and entertainment allowances.

European Unemployment

A survey by *U.S. News and World Report* finds unemployment increasing in most European countries, and governments using a variety of schemes to cope with it. Unemployment in the nine European Common Market countries is close to four million, or about 4 per cent of the labour force.

France, with an unemployment rate of 3.2 per cent expected to rise even higher, has increased unemployment benefits by 50 per cent or more and is making big loans to vulnerable industries such as auto and construction.

West Germany plans to pay 7.5 per cent of the cost of capital-goods investments by companies, and has allotted \$560 million to help construction and energy-producing industries.

An estimated 7.5 million migrant workers from Mediterranean countries live in Northern Europe, and they've been particularly hard hit by unemployment. Both West Germany and Belgium have closed their borders to new migrant workers, aggravating the unemployment problem in several countries, including Italy, Greece and Turkey. And now, West Germany is working out measures to offer German workers about 500,000 of the 2.5 million jobs held by foreigners.

Exercise Aids Alertness

A regular exercise program can improve mental alertness, memory and even emotional stability. That's the suggestion from preliminary findings of research under way at the University of Waterloo. The program, the first phase of a planned four-year research project, used 100 employees of Electrohome Limited as subjects.

A progress report after four months found evidence of faster reaction time and quicker mental response from the employees, who exercised three times a week. Those who showed physiological improvements also did better on memory tests than when they began exercising. The study also found a direct relationship between regular exercise and such personality factors as emotional stability, self-sufficiency and independence.

The participants ranged in age from 23 to 65. The main exercise was jogging, but there were also warm-up exercises and recreational exercises after the jogging.

Bans Job Discrimination

A U.S. federal judge has ordered a tobacco company to give women and

blacks precedence in job assignments and promotions. District Judge Albert V. Bryant, Jr., ruled that American Brands Limited had discriminated against both categories of workers at its plants at Richmond, Virginia.

As a result, he has banned the hiring of white males as foremen or assistant foremen unless no one else is qualified for a particular job. The ban is to continue until the percentages of blacks and women in the 70 supervisory positions in the two factories and a sales office are equal to the percentages in the labour force in the area.

He has also ordered a system of "bumping" under which 600 blacks and women have the right to replace any production-line worker with less seniority on any job. The company may, however, move the newcomer out of the job if he or she cannot do it competently "following a reasonable time."

Judge Bryant is trying to give a one-time break to workers who had been locked into lower-level jobs by discrimination. A lawyer for the Equal Opportunity Commission has described the ruling as "revolutionary".

The co-defendants, the company and the Tobacco Workers' International Union, are expected to appeal.

Promises Fulfilled

France's President Giscard d'Estaing and his Cabinet appear determined to fulfil their election promises to French workers. The basic minimum wage has been raised; old age pensions, family allowances and other social benefits have been improved; a committee was formed to explore the possibility of worker participation in industry. The Government has also made it clear that if unions and employers do not work more closely together, the Government will step in

with legislation. The recent accord on redundancy between French employers and unions is an indication that the threat is being taken seriously (LG Jan., pp. 7, 8). The agreement provides that any worker losing his job will be guaranteed an unemployment benefit equal to his full wage for up to twelve months, the benefit to be paid from a joint fund, towards which employers must make an 80-per-cent contribution. The scheme is unique in its generosity to the redundant worker.

New ILO Safety Code

The International Labour Office has issued a new Code of Practice on safety and health in shipbuilding and ship repairing. It includes a feature that was not in any of its previous safety codes for other industries: a provision that production requirements and urgency of work "should never take precedence over the safety and health of workers."

It defines the duties of employers and employees in maintaining safety, and

covers such particular items as scaffolding and staging, ladders and gangways, lifting appliances, hand tools, electricity, welding, work in confined spaces, protective equipment and medical services.

The code is the outcome of a meeting of experts held at Gothenburg and financed by Sweden. It is intended for legislators, planners, administrators, businessmen, union leaders, medical doctors and others concerned with occupational safety and hygiene.

Labour's Briefs to Government

CLC

In its 1975 brief to the federal Government, the Canadian Labour Congress forecast a "gloomy" year for the economy: a possible inflation rate of 12 per cent accompanied by an unemployment rate of more than 7 per cent.

About 500 representatives of organized labour were on hand when the submission was presented to the Cabinet on March 24. It was the first time the presentation was made by Joe Morris, who last year succeeded Donald MacDonald as president of the CLC.

Morris said the Congress appreciated that contemporary economic problems are highly complex and have no "simplistic" solutions, and that decisions must be made in the light of international developments. The difficult problems facing Canada make it mandatory that government, business and labour "co-operate on a tripartite basis" to try to solve them.

The CLC president told the Cabinet the labour movement was ready to

play its part "in the measures that are necessary to deal with the increasingly difficult economic situation." But the Congress would not accept "attempts to label labour as the cause or to make labour alone shoulder the burden of solving economic problems."

In reply, Prime Minister Trudeau agreed that sacrifices must be shared by all segments of society, and that the Government, which had been meeting with representatives of various groups, was very pleased with the "responsible attitude" shown by the CLC leadership.



Morris addressing Cabinet

Murray Mosher, Photo Features

Both Trudeau and Morris expressed concern about the number of man-days lost through strikes. Morris pointed out, however, that most recent strikes were in the public service, where workers "had too long been neglected."

The Prime Minister said there were frequently successive strikes in the same industry, and he wondered whether the CLC leader had considered "the possibility of bringing the unions closer together so that perhaps one series of free collective bargaining could settle the issue in one industry."

Morris replied that generally where there are multi-bargaining units, unions prefer to work together to sign agreements that start and terminate at the same time. He said the CLC had already indicated to the labour department that it was interested in finding a solution to multiple successive strikes. There had to be negotiations among all the parties concerned, however, and "agreement on the kind of mechanisms that would operate and the form in which the structures would be created." This was not something the Government could bring about "by fiat."

C.M. Drury, Minister of State for Science and Technology, and Minister of Public Works, agreeing that inflation and unemployment would be high this year, said that in dealing with the problems of inflation and slowed real growth, the Government had tried to avoid the "distortions and strictures" of price and wage controls by increasing supply and offsetting the impact of rising prices on the standard of living of Canadians.

As examples, he cited reductions in the rates of personal income tax, measures to expand the supply of housing and keep progress going in the construction field, steps taken to stimulate and increase farm output, and a moderate—"neither excessively

tight nor excessively loose"—monetary policy. He said income tax changes would leave an additional \$2.6 billion in the hands of Canadians in the current year, and reductions in sales taxes and customs duties would add another billion to this.

Morris countered that even more tax cuts would be needed to stimulate the economy and that the tax structure should be changed to provide higher concessions at the lower-income level because "that's where people spend their money."

In its memorandum, the Congress opposed wage and price controls, saying workers must catch up in 1975 to compensate not only for inflation but to redress "the inequitable share of income as between wages and salaries on the one hand and corporate and other forms of income on the other."

The CLC, which has 1.9 million members in its affiliated organizations, reiterated its request for a guaranteed annual income program, but said the burden of its cost should not be borne by workers and lower-income groups. The Congress reiterated also its call for changes in the Canada and Quebec Pension Plans to provide by 1996 benefits equalling 75 per cent of earnings at age 60.

Morris disputed any suggestion that current high unemployment was related to any abandonment of the work ethic by young Canadians. "The simple fact is they don't have a chance to exercise the work ethic because there are no jobs for them," he said. "Youth are not turned off work; they'll work if there's work for them to do."

The CLC brief urged legislation to end discrimination on the grounds of sex or marital status, full implementation of the recommendations of the Royal Commission on the Status of Women, and the removal of abortion from the Criminal Code.

Labour Minister John Munro replied to several specific proposals in the brief, including one for a minimum wage of \$3.00 an hour instead of the present \$2.20. He said the Government would soon announce an increase and, although it would not be as high as \$3.00, it would "put us in advance of all the current rates payable within the provinces, none of which has exceeded \$2.50 an hour." He said, however, that the Government was not prepared to meet another request: indexing the minimum wage to the consumer price index.

Munro said there had been discussions among Cabinet members of the CLC's proposal for a tripartite body on the country's economic problems, and he hoped these discussions would continue. He agreed with criticism that loopholes in the review powers of the federal court are causing undue delays in implementing decisions of the labour relations board. The department was reviewing this situation, and he thought something "more constructive" could be done.

Munro agreed also with the CLC's stand that the spirit of the technological change provisions of the Canada Labour Code is defeated when third parties implement the technological change: "We recognize this is a difficult situation, and we have it under review to see if we can effect some significant change there."

Morris commended Prime Minister Trudeau for trying to bring about improved trading relations through some form of "contractual link" with the European Economic Community. "We need diversified trade," Morris said. "We need to increase our exports to and imports from the EEC and reduce our dependence on the American market."

The CLC chief criticized the Government however, for "failing to come to grips" with the energy crisis. He called for a "clear and

comprehensive" energy policy incorporating: maintenance of the two-price system for oil; rejection of any move toward continentalism in energy use; continuing and close review of both volume and pricing of all energy products destined for export; a forceful and mandatory energy conservation program without price increases; a strong national energy corporation to research and develop all energy sources "including coal, nuclear power, oil, natural gas and tidal power," and a restructured set of regulatory agencies that would treat all energy enterprises as public utilities.

Among other proposals in the CLC brief:

- inclusion of families earning up to \$18,000 a year in programs to subsidize mortgage interest rates at 6 per cent;
- a change in the consumer price index to more accurately reflect the cost of housing;
- a requirement that banks, trust and insurance companies direct more of their resources to mortgage lending;
- effective steps to stop land speculation and bring land costs under control, including more land banking;
- greater assistance to co-operative housing projects;
- early action to implement a consumer housing warranty plan;
- development of a Canadian merchant marine;
- unilateral action to protect Canada's fishing industry because of a danger that Canadian waters would be "fished out" before an international agreement could be reached;
- withdrawal from NORAD and a scaling down of Canada's commitment to NATO;

- reinstatement of the subsidy on milk;
- devoting more attention and resources, in co-operation with the provinces, to eliminating industrial work hazards;
- indexing the wages of all workers, whether organized or unorganized, to the consumer price index.

The CLC warned that current economic problems, unless solved, could lead to social unrest as more and more Canadians "found themselves without the means to protect themselves against the ravages of unemployment and inflation. "We do not share the view that social disorders taking place elsewhere cannot happen here."

CRLA

In its annual brief to the Cabinet, the Canadian Railway Labour Association (CRLA) suggested policies that the Government could adopt to create a more efficient transportation system.



Murray Mosher, Photo Features

CRLA President W.C.Y. McGregor

Included in the brief were requests for changes in the Unemployment Insurance Act and the Corporations and Labour Unions Returns Act.

The CRLA said Canada's transportation system was inadequate to meet the country's need. It suggested nationalization of CP Rail, establishment of a government transportation equipment system and an increase in statutory grain rates.

"The emphasis on profits and competition contained in the National Transportation Act has failed to meet the transportation needs of the people of Canada" said the Association's brief. "Transportation resources ... should be used as an instrument of economic policy rather than as purely private business ventures. Where it is in the public interest to accomplish this goal by nationalization or by government ownership of plant and equipment, we support such a course." This is the first time that the Association, which represents 18 railway unions and 100,000 workers, has mentioned nationalization of CP Rail.

The CRLA suggested that an alternative to nationalization would be an increase in grain rates—sometimes known as the Crows Nest Rate—which would give the railways enough money to pay for new equipment to handle the growing grain traffic.

The CRLA recommended also that the Government strive to create a more efficient passenger system. "We recommend to your Government that the present policy embodied in the National Transportation Act, which resulted in the phasing out of railway transportation, be completely reversed. The use of rail passenger transport should be encouraged. This objective can be achieved by placing increasing emphasis on railway equipment design, improved scheduling, quality of service, and increased government subsidies."

Transport Minister Jean Marchand responded with his now-famous phrase: "I agree with you, transportation policy in Canada is a mess." The Canadian Transportation Commission, which is now reviewing transportation policy, hopes to come up with a White Paper or major policy statement that can be presented to the House of Commons before the summer recess, for debate when the MPs return in the fall.

Marchand agreed with the CRLA that trains are assuming a more important place in Canadian transportation because of the increased use of commuter trains in and between densely populated urban areas.

"Our philosophy in the 1967 National Transportation Act was based on the principle that there should be no privileges for trains," said Marchand. "It was decided that in ten years the transportation commission would phase out all subsidies, not wanting to get involved in areas where trains were losing money. What we said in the sixties is no longer true. Trains are the instrument of the future."

Marchand said that nothing new in transportation policy would be decided without first consulting the Association.

The CRLA said that it wanted clarification of section 44 of the Unemployment Insurance Act. Under this section, there has been some controversy over the financing of claimants who are not on strike and who are not directly involved in a labour dispute. Manpower and Immigration Minister Robert Andras said that this section of the Act is under review and added that there would be consultation with the unions before the section was amended.

The CRLA asked for amendments to the Corporation and Labour Unions Returns Act. "In our view, this piece of legislation has served no useful purpose, other than to provide the Canadian public with a report that is inaccurate, incomplete and misleading," said the brief. A spokesman for Labour Minister John Munro said that the union would be consulted before any amendments to the Act were introduced.



ERRATUM—April 1975, p. 225.
col. 2, para. 3, for 1949 read
1969.

CLC's Founding President

Jodoin Dead at 61

Claude Jodoin, founding president of the Canadian Labour Congress (CLC) died on March 1 at St. Vincent's Hospital in Ottawa, his home since May 1967, when he suffered a paralytic stroke.

Jodoin, who was 61, died quietly in his sleep. He had been one of Canada's best-known labour leaders.

After his illness, he was succeeded as CLC president by the then secretary-treasurer, Donald MacDonald, who retired last year. An executive vice-president, Joe Morris, succeeded MacDonald. Morris said Jodoin "literally gave his life for the working people of Canada."

Jodoin was born in Westmount, Qué., on May 25, 1913. Because of the Depression of the 1930s, Jodoin, like many other Canadians, was forced to leave school at an early age. He worked in the sweatshop conditions of the Montreal garment industry, and in 1937 became an organizer for the International Ladies' Garment Workers Union. In 1947, he became manager of the ILGWU'S Montreal joint board. That year he was also elected



Thomas Studio, Ottawa

president of the Montreal Trades and Labour Council, a position he held without interruption until 1954, when he was elected national president of the Trades and Labour Congress of Canada. He had previously been a vice-president of the TLC and chairman of its union label committee.

When the TLC and the Canadian Congress of Labour merged to form the CLC in 1956, Jodoin was unanimously elected the first president of the new central labour body. He was re-elected at the following five biennial conventions.

In 1967, he received the award of the Order of Canada and a Centennial Medal, and in 1972, when the CLC founded the Labour Hall of Honour, he was one of the first persons named to it.

A big, bluff, friendly man, he was also known for his physical courage. He had on more than one occasion cooled picket line violence by his courageous approach. Once, when militant demonstrators tried to disrupt a meeting at which he was speaking,

he told them he wasn't afraid "of a little scuffle."

On May 16, 1967, a few days before he became ill, Jodoin received an honorary doctorate of law from the University of New Brunswick. The citation read, in part: "His boyhood ambition was to be a surgeon. But the crash of '29 and the Depression forced him to trade the scalpel for the pick and shovel. In the sweatshops of Montreal he saw the need for surgery of a social kind when cutters were driven to sleeping on their tables and a pair of workers might share a weekly wage of \$7.50."

Jodoin was a Montreal city councillor for nine years, and a Liberal member of the Quebec Legislature from 1942 to 1944. During the Second World War, he was a captain in the Mount Royal Fusiliers, Second Battalion (Reserve). He also became well-known internationally as a labour leader. He was a member of the executive board of the International Confederation of Free Trade Unions, and from 1951 to 1960 was on the executive board of the International Labour Organization.

Letters

Convention Misinterpreted

The article in your January edition of *The Labour Gazette* on the recent convention of the B. C. Federation of Labour is misleading. Your reporter has minimized the substantial criticism by Federation President George Johnston of the federal government's shortcomings, particularly in the field of lack of economic policy and has exaggerated, out of context, general criticisms of the provincial Labour Code and Labour Relations Board.

It is true that our Federation has had disagreements with our provincial Government over labour policy. It is

also true that we have had strong criticism for the provincial Government in its handling of labour policy and one or two other items. However, to imply that we had "heavy criticism" for the provincial Government of British Columbia as a whole is just plain inaccurate.

In fact, just the opposite is the case. Delegates to the convention of the British Columbia Federation of Labour pledged continued support for the New Democratic Party provincial Government and passed many resolutions commending government activities on a wide range of issues. Naturally, our Federation will be

critical of policies of any government if we view those policies as detrimental or inadequate for working people. But, in reviewing the overall record of the government of British Columbia, our delegates came out strongly in support of the provincial Government.

I hope you will see fit to print this letter since the interpretation of our convention presented by your report is extremely unbalanced.

Len Guy
Secretary-Treasurer
B.C. Federation of Labour

Attention readers! As we complete our 75th year of publication, we invite you to tell us what you would like to see in *The Labour Gazette*, what changes you want, what type of article you find most interesting. We include a card in this issue, which we ask you to please complete and return to us, giving your views on *The Labour Gazette*. By doing so, you will help to make it a better magazine.

Doug Sneyd, Toronto Star Syndicate



"If there's anything I can't stand, it's the nouveau poor."

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Inflation and Collective Bargaining

by Laurence Kelly and Pradeep Kumar

News headlines during the past year or so have provided almost daily testimony to the disruptive effect of inflation on collective bargaining in Canada. Unprecedented wage demands, frustrated conciliation and mediation attempts, increasing numbers of contract rejections, a record number of man-days lost through strikes—these are some of the indications of the strain imposed on labour-management relations by the state of the economy. Although the industrial relations system has shown a remarkable degree of resilience in adjusting to some of the problems created by a high rate of inflation, notably through the varied provisions aimed at providing more effective protection against erosion of real incomes, the adjustments that have been made raise important questions about their longer-term implications.

The reality of past inflation and the uncertainty as to its future course have affected the collective bargaining system in a number of ways:

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Wallace R. Berry

- longer contract negotiations;
- increased work stoppages during the negotiation of collective agreements;
- a record number of work stoppages during the term of agreements;
- a sharp rise in the number of settlements rejected by union members in ratification votes;

- a trend toward contracts of shorter duration.

At the best of times, collective bargaining is not a speedy process. During the 1963-70 period, the average length of negotiations in most years was about six months. Inflation has accelerated since 1971, however, and the negotiation process has become more protracted. This is indicated in Table 1. Of the nearly 2,000 major settlements recorded in the 1963-70 period, 22.6 per cent were arrived at after negotiations of three months or less, and 13.5 per cent after negotiations of 10 months or more. By contrast, only 14.3 per cent of more than 1,000 settlements reached between 1971 and the first nine months of 1974 were achieved through negotiations of three months or less and 19.2 per cent through negotiations lasting 10 months or more. These figures alone testify to the difficulty of reaching agreement in an inflationary environment.

The rising incidence of work stoppages during negotiations constitutes further and stronger evidence of problems at the bargaining table. Since the early 1960s, the year-to-year incidence of work stoppages during major collective bargaining negotiations has been highly correlated with the rate of increase in consumer prices. Over the 1971 to 1974 period, the proportion of major settlements preceded by a work stoppage amounted to somewhat more than 15 per cent. This figure contrasts with rates of 8 to 10 per cent in the 1965-1970 period, and with rates of about 4 per cent in the low inflation - high unemployment years of the early sixties.

Contributing to the record number of man-days lost through work stoppages in 1974 was a wave of strikes occurring during the term of collective agreements. In the first nine months of that year, the number of work stoppages occurring prior to the expiration of the collective agreement was nearly three times higher than the average of the past ten years. Underlying this staggering increase in illegal stoppages were demands for cost of living adjustments to previously negotiated wage schedules. According to the Canada Department of Labour, a cost of living adjustment was at issue in almost one half of the 316 disputes occurring prior to the expiry date of contracts in 1974, compared with about 12 per cent of the 102 conflicts in 1973.

No official data exist as to the extent to which tentative agreements reached by union and management bargaining representatives are subsequently rejected in ratification votes by the union membership. Nevertheless, there have been increasing references to a contract rejection problem related to inflation. In an attempt to identify the dimensions of this problem, the Industrial Relations Centre at Queen's University recently surveyed companies in Ontario that had negotiated settlements in 1974.

Table 1. Percentage Distribution of Major Collective Bargaining Settlements by Duration of Negotiations

	3 months or less	4-9 months	10 months or more
1963-70	22.6	64.0	13.5
1971-74	14.3	66.5	19.2

Source: *Collective Bargaining Review*. Data cover first 9 months, 1974.

Table 2. Percentage Distribution of Major Collective Bargaining Settlements, by Contract Duration

	12 months or less	13-24 months	25 months or more	Total
1962-65	19.6	43.1	37.3	100.0
1966-69	16.6	46.6	36.7	100.0
1970-73	12.4	51.1	36.4	100.0
1974 (11 months)	21.4	57.9	20.7	100.0

Source: *Collective Bargaining Review*

Although returns to this questionnaire are still being processed, preliminary data indicate that for more than 200 responding companies the rate of contract rejections in 1974 was considerably higher than in their previous negotiations. The factor most frequently cited by respondents as the major underlying factor in contract rejection was the effect of settlements reached elsewhere—a point that seems to underscore the demonstration effect of widely publicized inflation-related settlements.

Depending on how one views it, the trend toward contracts of shorter duration may be considered either a problem created by inflation or an adjustment to cope with the latter. Frequent negotiations may clog up the collective bargaining process, resulting in almost continuous bargaining without any significant period of stable relationships. Yet, they may be considered an adjustment, representing insurance against problems that may arise when agreement cannot be reached about the size of wage

increases necessary to provide protection against possible erosion of earnings through future inflation. As shown in Table 2, there was in 1974 a growing predilection for shorter contracts. Between 1962 and 1973, there was virtual stability in the proportion of settlements lasting 25 months or more, such variation as there was being a decline in the proportion of agreements of 12 months or less and an increase in both the 12 month-or-less and 13-to-24-month categories. Moreover, this shift was accompanied by a shorter average duration of agreements within the two longer-term categories.

In addition to the problems that it has created at the bargaining table and during the term of collective agreements, there is some evidence that inflation has had adverse effects on labour-management relations in less direct and generally less quantifiable ways, such as effects on attitudes and morale, effects on absenteeism, and effects on turnover.

In both the private and public sectors of the economy, employers have made various kinds of wage and salary adjustments to cope with the unrest resulting from the erosion of workers' real earnings. These adjustments can be grouped into three categories:

- wage and salary increases in excess of those historically granted;
- mid-term contract adjustments, including special bonuses, and advanced negotiations or salary reviews;
- new or improved cost of living escalator provisions.

The most common response to the accelerating pace of inflation has been to award wage and salary increases sufficient to compensate workers for declines in real wages resulting from past inflation as well as to provide protection against estimated future inflation. This response is evident in the record base-rate increases negotiated in major collective agreements during the first three quarters of 1974, the average increase amounting to 13 per cent over the life of agreements, with somewhat higher percentage increases in the first year of contracts. Wage increases were higher in the third quarter than in the first two quarters of the year (14.5 compared with 12.5 per cent), and were roughly comparable in the manufacturing and non-manufacturing sectors.

These figures undoubtedly understate the magnitude of wage increases made in response to inflation, since they do not include cost of living adjustments provided for over the life of the agreement. Thus, the Ontario Department of Labour's review of third-quarter 1974 wage settlements covering 200 or more employees, including construction, shows a 17 per cent increase in base rates. But, in contracts containing COLA provisions, base rate increases in

Ontario amounted to only 11.0 per cent.

Although no up-to-date official information exists with regard to mid-term wage and salary increases, press reports suggest that such adjustments have become increasingly prevalent. The most recent official information relates to the period August 1973 to June 1974. According to the federal Department of Labour, interim wage adjustments were reported during this period by 51 major employers. The 731,000 workers affected (most of them public service employees) were covered by agreements negotiated in 1972 and 1973 and due to expire in 1975 and 1976.

The nature of these adjustments varied. In some cases, including the Government of Canada, the governments of New Brunswick and Newfoundland, and Ontario Hydro, the adjustments took the form of lump-sum bonus payments. In other cases, adjustments were made in percentage or cents-per-hour terms, some of

these resulting from the advancement of scheduled contract increases, others from decisions to renegotiate the wage provisions of existing agreements, others again from management decisions to advance salary reviews or to speed up progression through salary ranges.

A notable development in collective bargaining in 1974 was the spread and improvement of formal cost of living escalator provisions. At the beginning of the year, according to the federal Labour Department, somewhat less than 10 per cent of the agreements in force (covering 20 per cent of workers) contained COLA clauses. More than two thirds of the agreements with COLA provisions were in manufacturing industries and nearly half of these were in bargaining units of 500 or more employees. Such clauses, therefore, were found mainly in large manufacturing enterprises.

This pattern changed dramatically in 1974. Although no official data are

Table 3. Collective Agreements with COLA, 1974

	Number	Employees
Total at the beginning of 1974	233	385,269
In bargaining units with 500 or more workers	119	357,414
In units with fewer than 500 workers	114	27,855
New Agreements with COLA in 1974 (11 months)	331	348,642
In units with 500 or more workers	120	312,094
In units with fewer than 500 workers	211	36,548
Total Agreements with COLA, as of November 1974	564	733,911
In units with 500 or more workers	239	669,508
In units with fewer than 500 workers	325	64,403

Source: *Collective Bargaining Review*

available as yet, an analysis of collective agreements reported in the first 11 months of 1974 indicates that both the number of settlements with COLA provisions and their employee coverage almost doubled, while improvements were made in many previously negotiated clauses. Notable among non-manufacturing industries where COLA clauses were negotiated for the first time were railways, supermarkets, hospitals, education, and provincial governments.

adjustments are the norm, notably in agreements covering salaried workers in government and other non-commercial service industries.

Not all COLA clauses provide complete protection against inflation. In many cases, there are limits on the increase that can be obtained during the life of the contract or in any one year. A federal Department of Labour study, published last summer, found that, of 190 cost of living clauses

the adjustment, the more adequate will be the protection. Of the 190 clauses analysed by the Department of Labour, only one provided for monthly adjustment, nearly two thirds provided for quarterly adjustments, the remainder for semi-annual or annual adjustments. A cursory examination of new COLA agreements indicates that the pattern of adjustment has not changed significantly, a majority of recent agreements providing for quarterly adjustment.

Underlying the staggering increase in illegal strikes in 1974 were demands for cost of living adjustments to previously negotiated wage schedules

Although the general objective of cost of living escalators is to provide more effective protection against the possible erosion of wage gains through inflation, there are considerable variations in the nature of recently negotiated provisions. The most common type of clause provides for a 1-cent-per-hour increase for every 0.4-or 0.5-point increase in the consumer price index. (In the auto industry, wages are increased by .1 cent an hour for every 0.3-point increase in a composite U.S.-Canada consumer price index. Because of a difference in the base year of this index, however, this is equivalent to 1 cent for every 0.35-point change in the Canadian index).

The cents-per-hour adjustment is consistent with the traditional wage policy of industrial unions, which is to bargain for flat-rate or graduated wage increases, the effect of which is to provide for higher percentage increases for unskilled and semi-skilled workers than for skilled workers. By contrast, cost of living escalators providing for increases in wages and salaries equal to the percentage increase in the consumer price index are common in situations where percentage across-the-board

providing for cents-per-hour adjustments, nearly half stipulated a maximum payment, ranging from 3 cents to 30 cents an hour per contract year. (For a worker earning \$5.00 an hour, even the 30-cent maximum would be reached at an inflation rate of 6 per cent). Recent settlements, however, indicate a trend toward raising or removing the ceiling.

The frequency of adjustment also has a bearing on the effectiveness of COLA clauses in providing protection against inflation. The more frequent

Variations in the nature of COLA provisions include also the extent to which adjustments are incorporated within basic wage rates and salaries. Although detailed information on this aspect of COLA is not available, it appears that many agreements in manufacturing and mining provide for the rolling of part of the cost of living payments into base wage or salary rates. This "fold-in" feature of COLA has implications for unit labour costs, since most employee benefits are tied to wage rates. It brings related increases in overtime payments, shift payments, pension and group life insurance benefits, and other supplementary labour costs.

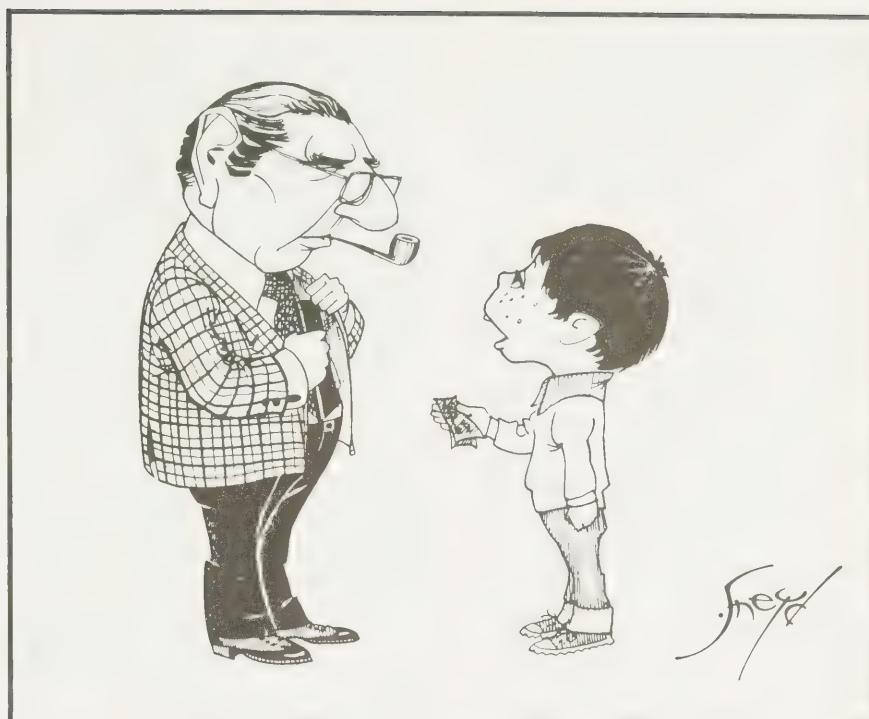
Collective bargaining adjustments to inflation have not been confined to wages and salaries alone. A major concern of trade unions has been the



effect of inflation on private pensions. Aided by recent legislation that permits adjustments of pensions in accordance with the full rate of inflation, unions have shown increasing interest in introducing COLA provisions in this area. As yet, it appears that few companies make pension adjustments based on the rate of inflation. Where such adjustments have been made, they provide (except in the government sector) for increases that are less than the percentage rate of increase in the consumer price index, the most generous provision to date being found in Steelworker contracts with Continental Can and American Can of Canada, under which pensions are increased by 65 per cent of the average annual increase in the CPI. Although the cost implications of index-based adjustments of private pension plans seem staggering, there seems little doubt that unions can be expected to direct their efforts increasingly to this objective. Without such adjustments, earlier successes in negotiating improved pensions and earlier retirement could turn out to be hollow gains.

While an in-depth analysis of the above-mentioned developments and their far-reaching implications is beyond the scope of this article, some general conclusions can be drawn.

First, public concern about the high incidence of work stoppages during the negotiation of agreements points to a need for more thorough analysis of the effects of labour disputes, and to a need for alternative approaches to dispute resolution in cases where the costs of strikes are high. While the losses resulting from work stoppages in the manufacturing sector, may easily be exaggerated—and are certainly overstated by conventional measures of man-days lost—and while these generally involve little inconvenience to the public, the opposite is probably true in the case of work stoppages in service industries. In areas such as



"You forgot to add the cost-of-living increase to my allowance"

transportation, communication, utilities, health, education, and government, work stoppages tend to be short but the costs are likely to be greater than suggested by the number of man-days lost. Losses may not easily be recouped, there may be non-recoverable effects on other industries, and there is invariably some degree of public inconvenience. In industries such as these, innovative approaches to dispute settlement are urgently needed. There appears to be no shortage of ideas as to how collective bargaining might better protect the public interest without its effectiveness being impaired. What is needed is a

willingness on the part of labour and management to experiment with some of the proposals that have been made.

Secondly, the growing number of strikes during the term of collective agreements aimed at forcing employers to renegotiate wages raises questions about the appropriateness of existing labour relations legislation in a period of inordinately high inflation. The commissioner appointed to inquire into last summer's illegal Montreal transit strike recommended that the workers' wages be tied to the cost of living. This and the willingness of many employers to change or renegotiate the wage provisions of existing agreements, seem to suggest that when the terms of a collective agreement become obsolete, there is justification for revising it. The question here is not whether strikes over wages should be permitted during the term of collective agreements but rather whether

When the terms of a collective agreement become obsolete, there is justification for revising it

employers and unions should be required either to specify in their agreements the circumstances under which wages and related provisions might be renegotiable before the expiry of the agreement or to include a cost of living escalator provision.

From an industrial relations standpoint, the advantages to be expected from such requirements would be a reduction in the number of illegal work stoppages, and encouragement of longer-term contracts. From an economic standpoint, the advantages of any approach that would result in more frequent and possibly larger wage adjustments are debatable. Without attempting to review these adjustments here (a detailed summary is given in the August 1974 *European Industrial Relations Review*) one might simply note that there is no consensus that COLA provisions are in themselves inflationary, even when they result in higher wage increases than would have occurred otherwise. Moreover, they could result in wage increases that are lower than in agreements in which wages are based on "guesstimates" of future inflation. Indeed, there is some evidence that the latter was the case under COLA clauses negotiated in the early 1950s, when the underlying inflationary pressures in the economy subsided.

Not all employers, of course, are in a position to guarantee their workers protection against erosion of their real

incomes. Those who might have particular difficulty in doing so include employers operating on small profit margins; those engaged in contractual operations, where predictability of costs is essential: industries such as health and education, which are dependent on government funds for their operation. This raises questions about the extent to which governments should be prepared to accept responsibility for the protection of real incomes. Although

Not all employers are in a position to guarantee workers protection against inflation

governments have recently implemented a number of measures that have helped to sustain aggregate disposable incomes, including, at the federal level, tax cuts, the indexing of tax exemptions, and higher family allowances, a question that merits consideration is whether selective, supplementary measures, aimed specifically at those who have lost out through inflation might be appropriate.

A more general question deserving fuller discussion is the relationship between workers' earnings and their disposable incomes. It has been

argued, for example, that the indexing of tax exemptions would result in more moderate wage demands—an argument that would also apply in the case of tax cuts and perhaps in the case of increases in benefits like family allowances. It is not obvious, however, that workers' wage demands are based on after-tax disposable incomes.

Lastly, an issue that takes on particular significance in the current inflationary environment is the role of government as an employer. As the largest employer in the economy, and at the same time protector of the public interest, to what extent should government be expected to lead or follow in the wage determination process? How appropriate are the criteria governments follow in bargaining with their employees? What should their stance be with regard to the issue of adjustments during the term of agreements or the determination of standards on non-negotiable items such as pensions? How does their role as direct employers relate to their role as indirect employers of those working in industries dependent on government support? The approaches that governments take to such questions can have an important impact on both the private and quasi-public sectors of the economy. They are questions that, in the light of recent developments, merit fuller consideration than has been given them.

Canadians and the Work Ethic

by Roy LaBerge

Most Canadians are imbued with the work ethic, but are afraid that most other Canadians are not. That's the indication from a survey of 2,000 of them conducted in 1974 by a research group in the Department of Manpower and Immigration.

About 82 per cent of those surveyed agreed with the statement: "There is an atmosphere of welfare for everybody who wants it in this country." Yet, despite that belief, only 3 per cent said they would rather

Atmosphere of welfare but no mass defection from work

collect unemployment insurance than work, and only 5 per cent said they would like to work for a while and then get by on unemployment insurance.

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Thomas Studio

Robert Andras, Minister of Manpower and Immigration, says the survey indicates that although Canada may have a few people who are "content to rip off any system," the country does not face a mass defection from the idea of work. "We do not have a mass national work ethic problem," he adds. "We do have problems relating to job satisfaction."

Andras says increasing numbers of Canadians are interested in more than just pay cheques: they want more satisfying jobs where they are treated

humanely and have a sense of achievement: "They are ready to do tough, disagreeable jobs, but they want personal as well as financial rewards." He also predicts that many of the dull, unsatisfying jobs that now are hard to fill will disappear with technological change. This has been happening during the last 50 years, "and there is every reason to believe that it will continue and perhaps even accelerate."

The decision to conduct the survey grew out of the federal Government's continuing concern with unemployment, which has puzzled policy-makers in recent years by persisting while other economic

"We do have problems relating to job satisfaction"

indicators have shown strong performances.

Many explanations have been proposed, and the survey investigated two of them:

1. "A change in people's attitudes, values and behaviour had led to a weakening of the desire to work. Canadians, particularly young Canadians, were not willing to take existing jobs because they preferred unemployment insurance and idleness to work."

2. "Today's jobs are not satisfying the expectations of workers, particularly young workers; too many jobs are mind-numbing and inherently dissatisfying; young workers are seeking more creative roles for themselves."



Photothèque

Jobs that are hard to fill will disappear with technological change

So a twofold survey was launched:

- a survey of the work ethic to explore Canadians' attitudes to work in general and thus try to better understand their behaviour in the labour market;
- a survey of job satisfaction to examine aspects of workers' current jobs in which they did or did not find satisfaction.

The methodology of both surveys appears sound. In the work-ethic study, researchers first conducted in-depth interviews with people in the 16-to-24 year age category in four cities: Halifax, Montreal, Toronto and Vancouver. Then they conducted an interview survey in 49 cities of about 2,000 men and women between the ages of 16 and 60. They used this quota sampling: British Columbia 200, Prairie Provinces 500, Ontario 450, Québec 450, Atlantic Provinces 400.

In principle committed to work

The sample was surveyed in randomly selected house calls during the last two weeks of February 1974, with each interview lasting from 45 minutes to an hour. The researchers assert that the demographic match between the work-ethic survey and the population is close, and that biases with regard to the age, sex and marital status of the respondents are minimal. In the survey of job satisfaction, 1,000 Canadians were asked 34 questions about their jobs. Again, the total sample was highly representative of the total population in region, community size, age, sex and marital status. Although the researchers call for caution in interpreting results, they believe their findings do give a general view of the work values of the Canadian people.

They found several indications that the work ethic is in good health:

- Canadians are, in principle, committed to work.
- Canadians choose work over most leisure activities when they have to make that kind of trade-off.

- Canadians would rather work than be on unemployment insurance.

This commitment to work showed up when the persons surveyed were asked to rank friends, work, church, family and union in order, according to how committed they felt to each. Family led 82 per cent of the time, but work was most frequently in second place, even ahead of friends.

The "trade-off" question between work and other activities also showed a commitment to work. Most respondents, if they could choose one, would give a friend's wedding or funeral precedence over work, but not an invitation from the next-door neighbour for a drink. Christmas Day would pre-empt work, but taking one's son to a hockey game on Saturday morning would not.

All the participants were asked whether they would hire people to do certain services, or do the work themselves even if they could afford to pay for it. The list ranged from

simple carpentry work to maintaining furnace equipment and finishing a recreation room. The respondents frequently preferred to do the work themselves, unless it required specialized skills.

As for drawing unemployment insurance, the authors conclude that "most people show a desire for full- or part-time work," and "few would prefer never to work if they had the choice." The researchers define the work ethic as not merely industriousness, but as a desire to work inherited by 20th Century man from Christianity and particularly from Calvinism, and expressed in this quotation from a 1903 speech by Theodore Roosevelt: "Far and away the best prize that life offers is the chance to work hard at something worth doing." The survey demonstrates clearly that this prize is still sought by Canadians of the 1970s.

Not all people in Western society have conformed to this ethic through the years, however, and the authors provide quotations from writers of the 1850s, the 1860s and the 1920s



Interested in more than just pay cheques

expressing concern about the presence of "lazy people," particularly among the younger generation.

The concern in contemporary Canada about losing the work ethic often centres on the apparently easier access in modern times to public assistance. For example, the *Toronto Globe and Mail* has quoted Saskatchewan's Minister of Social Services, Alex Taylor, as saying: "It is unfair to those who do work, and bad for the economy, when those who could work won't, and ride like

Canadians work because they like to

parasites on the backs of those who do." A Gallup poll in 1972 found that 45 per cent of people surveyed agreed that Canadians were not turning out as much work every day as they should. A 1974 Gallup poll found that percentage had risen to 48. Another Gallup poll asked: "Do you think people you know are working harder or not as hard as they did, say, ten years ago?" In 1957, 60 per cent of respondents answered "not as hard," and in 1974 that same response came from 65 per cent.

The Manpower Department survey found that people work, not just to meet basic economic needs for survival, but also because they want to work. About 70 per cent of both working men and women surveyed agreed with the statement: "I work more because I like to than because I have to." Only 16 per cent agreed that "to me work is a way to make money, and I don't expect to get any special satisfaction or enjoyment from doing it." Some disagreement with that statement was expressed by 28 per cent and strong disagreement by 56 per cent.

Being productive at work is very important to Canadians. From 96 to 98 per cent of both employed and unemployed people questioned agreed with all four of these statements:

- "When things go well at work I'm happiest."
- "I get enjoyment when I get my work done on time."
- "I feel very good when I've completed a day's work."
- "At the end of the day, when I've worked hard, I have a sense of accomplishment."

One of the most common complaints heard in the work world today is that Canadians are very selective about jobs, so much so that they reject jobs that may have been easy to fill only a generation ago. The survey found that fewer than one third of the people with jobs in the sample agreed that "I am choosy about the jobs I take." At the same time 63 per cent felt that "I'd work for anybody or do anything if I had to."

It is frequently argued that unemployment insurance provides unfair competition for jobs at the minimum wage. Yet in the survey, 68 per cent disagreed with the statement "I would rather collect unemployment insurance than work at the minimum wage." And although 54 per cent disagreed with the statement, "the minimum wage is beneath a person's dignity," only 39 per cent disagreed with the assertion: "A person should not have to work for the minimum wage."

Despite claims by many that today's workers don't have the moral sense of obligation to their jobs and employers that existed in the past, 79 per cent of the employed Canadians in the survey classified themselves as "very conscientious" workers, 20 per cent as "somewhat conscientious," and only one per cent as "not overly conscientious." This was reflected in their behaviour: 92 per cent asserted that in the past month they had not missed any days on the job because they didn't feel like going to work; 87 per cent said they had not been late for work during the preceding two weeks, and only 7 per cent that they were consistently a bit tardy for work.

Seventy per cent felt a strong sense of commitment to their jobs, 26 per cent a moderate sense, and only 4 per cent described themselves as having little or no commitment. They felt more attached to their jobs than to their employers, however. Only 54 per cent felt a strong sense of commitment to an employer, 37 per cent a moderate sense of commitment and 9 per cent little or no commitment. Only about one half described themselves as "the kind of person who likes to stay at one job forever."

In the job-satisfaction survey, 50 per cent of respondents found their present job enjoyable, 32 per cent "somewhat enjoyable," 14 per cent "so-so", 2 per cent "not enjoyable," and 2 per cent found their job to be "drudgery."

Dissatisfaction was indicated in answers to other questions. Only 61 per cent would take the same job if they were entering the workforce for the first time, and 14 per cent said their current job did not measure up to expectations. Surprisingly, job security, promotions, pay, working hours and fringe benefits were less important than a job that would be interesting and provide opportunities to develop special abilities.

Women's liberationists may find little satisfaction in the survey

The researchers found that the work ethic is still strong among young people, despite current fears to the contrary. Although the commitment of young people to work is "slightly less strong" than that of older workers, "young people are equally inclined to feel that they have to have a job and are particularly desirous of a 'career.'"

As might be expected, since they have just started shopping around in the labour market, fewer young workers have jobs that suit them. They are less inclined to feel right for their jobs, less inclined to view work with interest, more inclined to feel overqualified, and more inclined to opt for another job while feeling that their current employment does not measure up to expectations. Yet attitudes toward collecting unemployment insurance were quite similar across all age groups.

Women's liberationists may find little satisfaction in the survey: Almost 60 per cent of respondents, both male and female, said they believed that a woman's place was in the home. This view was less prevalent among university-educated people and those under 25.

While 68 per cent of men said they worked to feed their children, only 20 per cent of women gave that reply. And only 28 per cent of women, compared with 46 per cent of men, fully agreed that "earning a good living is the most important thing to me." Another 31 per cent of both men and women partially agreed. Women appeared more selective about jobs, with 49 per cent agreeing that they would "work for anybody at any time if they had to," a statement that drew agreement from 68 per cent of men.

To men, the least attractive jobs were mining, secretarial, assembly-line and factory work. To women they were mining, assembly-line, maintenance work and factory work. Self-employment drew greater approval from men than from women, and government work was more attractive to women than to men.

A Southam News Services report suggests that employers have a great

deal to learn from the results: "The common rejection of assembly-line and factory work—not new but never measured before—may prompt employers to re-examine the jobs they are offering with a view to improvement." And "the inclination shown by Canadians toward job mobility may also likely warrant a close examination by employers, as well as by government, to avoid costly turnovers in particular industries."

Employers may have a great deal to learn

Sheldon E. Gordon of *The Financial Post* says the study provides helpful hints for employers who want to recruit and hold conscientious workers. He says jobs will have to give people wider opportunities "to develop their abilities, to advance in their careers and to mesh work with family, friends and other keys to happiness." Employers would have to offer more freedom on the job, upgrade the quality of supervision, "and realize that the buck is not the almighty incentive."

To Canadians work is much more than a means of earning money. It allows them to meet others and make friends; it is a major factor in determining their social status; it contributes to their self-esteem, and it fosters a sense of self-fulfilment by providing them with socially useful and challenging tasks. Given this expanded understanding of work, the Manpower survey concludes: "Our focus should be on the increasing scope for utilizing human capacities in the broadest sense, not in a purely economic context." Consequently, work and its meaning to Canadians must be considered against a backdrop of increasing affluence, rising levels of education and changing aspirations.

Ont. Building Industry Inquiry

Level of Ethics, Morality "Very Low"—Waisberg

by Michael Keating

Ontario's Royal Commission on the building industry found that construction workers in the province have escaped from the clutches of the Mafia but have yet to be freed from some of their own union bosses.

Toronto judge Harry Waisberg spent 1 ½ years studying three sectors of the building industry: lathing, plastering and drywall; concrete forming; marble, tile and terrazzo. Obviously he was not impressed. "The level of business ethics and morality encountered in the sectors under investigation was, generally speaking, very low," he wrote in his 770-page final report to the provincial Government.

At the worst, Judge Waisberg concluded, "a sinister array of characters" infiltrated parts of the construction field several years ago. He links this group to a Sicilian Mafia chieftain, to organized crime in Buffalo and to the bombing and machine-

*Michael Keating, a reporter with **The Globe and Mail**, covered the public hearings of the Waisberg Commission, in 1973-74*



gunning of two Toronto construction company offices in 1972.

These "characters" managed to gain some control in a Toronto-based group of construction companies and were attempting to do the same in unions dealing with these companies. "I am of the opinion," wrote the commissioner, "that the measures taken succeeded in blocking these activities in the sectors of the construction industry under investigation." Judge Waisberg did not elaborate but left the impression he was referring to the investigations and

revelations of the commission as the cure in this case.

Even Dr. Morton Shulman, New Democratic member of the Ontario Legislature for High Park and an informed critic on the subject of crime, agreed. Shulman, whose speeches in the Legislature helped keep public attention on the problem of violence in the construction industry, said last December that publicity had cleaned out criminal elements. "That area of the construction industry is beautiful today," he commented.

Bribery, it seems, was rampant

Judge Waisberg was not quite so optimistic about the industry generally and was particularly concerned about the activities of some union business agents and managers whose conduct

he found to range from negligent to unlawful. During the seven months of public hearings, witnesses accused union officials of misdeeds ranging from "cooking the books" to literally burning them up, of buying and selling union locals, of rigging elections, looting union treasuries and even organizing contractors into combines.

"Unfortunately there is very little that the members can do to extricate themselves from the clutches of unscrupulous business agents," Judge Waisberg wrote. He called for a series of Labour Act amendments to protect workmen and the public from manipulators who, for example, used strikes to settle their own differences with contractors.

The commissioner found plenty of fault with the builders and used their own words given in testimony as proof. For example, one man calmly stated: "The construction business is not a lily-white business as we all know." Another subcontractor admitted under questioning that he was not opposed to bribery but was only concerned whether it worked. Bribery, it seems, was rampant. The cash flows were usually from the subcontractors who were paying union agents to guarantee them workmen and paying developers' agents to assure them of contracts and favorable treatment on job sites.

The men used to sit around playing with paper airplanes made from \$1,000 bills

In the highly competitive atmosphere of Toronto's construction industry in the late 1960s and early 1970s, morals seemed to evaporate as builders and union officials alike scrambled for money and sometimes for survival in cut-throat competition. After examining the books of more than 100 companies, Commission Counsel Albert Shepherd of London,

Ontario, observed in an interview that the industry "was more like a jungle than a business." One former union official described how a senior union officer organized a combine among subcontractors. He said the men used to sit around playing with paper airplanes made from \$1,000 bills as they decided who would get the next job and how much profit would sweeten the contract.

Competition was sharpened with arson and sabotage

But price-fixing and income tax evasion were not enough. In 1968, competition in the concrete-forming field was sharpened with arson and sabotage to equipment and job sites. Four years later, violence flared into newspaper headlines again as a proposed merger between three Toronto lathing companies was literally blown apart. One partner was scared out of the deal by a late-night visit from a couple of unfriendly men. A Sten gun and several sticks of dynamite used repeatedly at the offices of the two other companies assured failure of the partnership.

Later, in 1972, a drywall company moving into the Ottawa field was refused a sweetheart contract by a stubbornly honest union official. For several months he was threatened with violence and narrowly missed a beating by getting home late from work one night. The two visitors settled for punching his son unconscious.

Although these revelations are not quite as dramatic as the highlights of the Cliche inquiry into Quebec's construction industry, they were, in the words of Albert Shepherd, "stupid" and "flagrant" enough to attract public scrutiny.

Late in March 1973, the Ontario Government asked Judge Waisberg, a county court judge who had been on



Waisberg

a number of commissions and committees and had written a report on judicial administration, to act as commissioner.

Assisting the judge were Shepherd, a senior corporate lawyer who acted as counsel to the commission into the collapse of the Atlantic Acceptance Corporation, and Nicholson McRae, a Toronto lawyer with extensive criminal law experience, including several years in the Crown Attorney's office. For an investigative arm, the three jurists hired eight policemen from the provincial and Metro Toronto forces, and a team of accountants. In many cases it was an accountant's pen, going over thousands of ledger sheets and cancelled cheques that gave the commission the leads and even the

It was no easy task to obtain evidence

hard evidence to prove corrupt payments were flowing through the industry.

Enough extra money to afford a house and property worth \$100,000 on a \$17,000 salary

It was no easy task to obtain this evidence. The policemen and lawyers had to familiarize themselves with a world in which friendships were made, broken and re-made over a drink or a casual phrase, and where deals were broken for a little more profit.

Public testimony began in September 1973, with a lathers' union agent who, under the protection of the Canada Evidence Act, talked extensively about taking bribes in return for steering workmen to certain contractors. During that labour-short period at the turn of the decade, he was able to make enough extra money to afford a house and property worth \$100,000 on a \$17,000 salary.

As the hearings rolled on through the winter, more discoveries were made: In the marble, tile and terrazzo field, a union business agent was able to get trips to New York—and a new car—by playing a variation of the labour-supply game. In the concrete-forming field, union agents tried to sell a local, and later one of the these men ended up with a rifle bullet in his hip.

Midway through the hearings, the commission counsel dramatically announced police investigators had stumbled onto a major series of presents, apparently given by developers' agents to past Ontario Housing Corporation employees. As the lawyer made his announcement, provincial police anti-rackets officers, backed by accountants, were raiding a number of builders' offices and seizing armloads of books for evidence. Since then, 17 present and former OHC employees have been charged with unlawfully accepting benefits worth \$80,000 from 22 existing and former

companies doing business with the provincial landlord.

The investigation spread to include 13 other men: among them, developers' employees and two union business agents, who are now charged with accepting or offering to illegally accept benefits. In addition, two of the men Judge Waisberg linked to organized crime in his report have been sentenced to prison terms of 18 and 24 months respectively for perjuring themselves before the commission.

Their testimony was about a \$1,000 cheque that had passed from hand to hand just about the time a Toronto builders' office was shot-up in July 1972.

When the testimony from union and company officials was over, Judge Waisberg settled down to slug through the intricacies of labour law. He was particularly unhappy with the abuses of union treasuries, welfare plan trust funds and the manipulation of workers, even to the extent of strike action.

The commissioner took a number of briefs, some from union officials trying to salvage the tattered image of the union movement in their field, and retained labour relations experts as advisors. In an interview, the judge said he sought to stay within the realm of the practical and to make recommendations that could be accepted by the Government. For labour consultant he picked H.D. Woods of Montreal, a McGill University professor who has advised Manitoba and Nova Scotia on labour relations and chaired the Prime Minister's Task Force on Labour Relations, which reported in 1968 on Canadian

industrial relations. His assistants were lawyer Hart Rossman and W.G. Jackson, both of Toronto.

Recommendations

Judge Waisberg's concern with improving labour law is apparent in his recommendations. Only three call for action in the criminal field: he suggests that police follow up the revelations of illegal acts, and calls for tighter controls on dynamite like that used to bomb two construction companies; tighter controls on arms like the submachine gun used to strafe one company office. Seventeen recommendations are aimed at controlling the laxity and corruption among both builders and unions in the construction field. They include:

- Licensing of contractors and subcontractors to establish corporate identities. (Evidence indicated builders made and dissolved companies overnight to avoid attempts at unionization.)
- Establishment of supervised bid depositories in co-operation with contractors and subcontractors. (Though witnesses had testified that one such depository was frustrated by a combine that rigged bids before submitting them, most agreed a central bid system was one of the best ways to combat unfair practices. These included shopping around by contractors who played off subcontractors' bids to chisel down the price.)
- Enforcement of the Labour Relations Act in the public interest. (There was evidence that technicalities in the Act were used to evade certification bids.)
- A minimum standard for union books and records. (In some cases they were shockingly poor, accountants for the commission reported, or non-existent.)

- Continuing the operation of hiring halls in accordance with established practice, with records open to inspection by employees, employers and public inspectors. An industry-wide study of hiring halls should be made. (This was a controversial topic since the commission was told of frequent abuses by union agents who sent good workers to subcontractors they favored and sent poor quality or no workers at all to those who were out of favor.)

- Addition of inspectors to the staff of the Ontario Labour Relations Board (OLRB) to speed up decisions in jurisdictional disputes, the parties to have the option of providing summary procedures of their own by collective agreement. (Again, the judge found present legislation sometimes was used to hamper attempts by one union to uphold its rights in a field.)

- Replacement of jurisdictional restrictions in master agreements with specific trade unions by other adequate safeguards. (Testimony about battles for jurisdiction included tales of threats against men and their families.)

- Improvements in the methods of running union welfare plans, including: a province-wide agency to administer them; optional participation by workers; vesting of payments in the individual, pensions to be portable if the employee leaves his local; supervision and enforcement of employer

contributions; limits on fees and expenses for trustees. (Evidence indicated laxity and abuse in the operation of welfare plans that in effect lost workmen thousands of dollars in benefits.)

- Giving the OLRB jurisdiction to validate trusteeships imposed by parent unions and, if necessary, create trusteeships in the interests of the members. (Witnesses talked of certain men being given power under the present system to impose their will on unions irrespective of the wishes of the membership. In some cases the decision to impose trusteeship was made at the international headquarters of the union in the United States at the apparent behest of a single agent in Canada.)

- Appointment of a permanent vice-chairman for the Construction Industry Panel of the OLRB.

- Reduction of the minimum membership requirement of a union for certification without a vote from 65 per cent to 50 per cent of the employees in a bargaining unit. (The lower figure is used in other provinces and at the federal level.)

- Arbitration procedures providing for a single arbitrator, and specific time limits for the appointment of the arbitrator and for the decision.

- Subjection of conciliation procedures to a prescribed timetable and provision of a sufficient number of conciliators to carry out the duties.

- Reduction in the number and variety of bargaining units and encouragement of province-wide and multi-trade bargaining. (The commissioner seemed to feel this could eliminate some of the abuses that cropped up in certain union locals during negotiations with small groups of contractors.)

- Appointment to the OLRB of a general counsel with power to initiate proceedings when necessary in the public interest to ensure the equitable enforcement of labour legislation. (This was another response to the complaint that one side, with high-priced legal help, now could out-manoeuvre the other at OLRB hearings.)

- General support for the Construction Industry Review Panel established by Ontario's Department of Labour in 1972.

- A dynamic approach to labour-management relations in the construction industry to keep pace with technological and sociological changes. (There was extensive testimony that technological changes such as the replacement of much marble work with synthetics and the supplanting of plaster by drywall was killing some unions and creating others.)

CLC Secretary-Treasurer

Career a Continuous Confrontation With People's Problems

by Jack Williams

Don Montgomery, secretary-treasurer of the Canadian Labour Congress, is a pragmatic trade unionist who would rather talk about cases than theories. With the background of what may be a unique record of service as a union staff representative, he has firm views about future trends. His new position in the CLC has given him an effective voice in expressing them.

It was at the age of 20 that Montgomery became a full-time representative of the Steelworkers' Organizing Committee, before the days of the United Steelworkers. This may give him more staff seniority than any representative of his age. More important to him is the varied experience it has provided—from organizing workers in the little Eastern Ontario community of Gananoque to heading the labour council in Metropolitan Toronto. Along the way he has learned lessons and formed opinions that are now being heard in Ottawa.

Montgomery is a hard-liner as far as his opinions are concerned, but he is still easy to talk to. As an activist he is convinced that actions speak louder

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than words, but this does not prevent him from becoming highly vocal if he thinks the occasion demands it.

The background of the Montgomery family has been a dominant influence in his career. He has clear recollections of a strike his father was involved in when he was only 12. Milton Montgomery, now retired but at 77 still a daily jogger and enthusiastic hobbyist, was one of the founders of the United Steelworkers in Canada. He helped start a union at the Steel Company of Canada at Hamilton, where he was employed, and became one of the first organizers of the Steelworkers' Organizing Committee. It was the older Montgomery who undertook the historic organizing campaign at Holmes Foundry in Sarnia, where a group of workers staged Canada's first sit-down strike in

1937; a tragic experience that ended when others entered the plant, beat the strikers with clubs and chased them from the premises.

Such circumstances may seem to provide little appeal for a career, but by the time Don Montgomery was 20 there was no doubt about what he was going to do. "If you were going to work for the union in those days there were three basic requirements," he recalls. "First, you had to accept the fact that you would never get a job anywhere else because you would be blacklisted. Second, you had to be ready to work cheap. Third, you had to have a lot of loyalty. My father taught me that; he was a great unionist and the philosophy rubbed off. It became a way of life. Ever since I can remember, he was in danger of losing his job because he was a union man. Money was always scarce, sometimes it was half pay and

Participation in community affairs—an important union function

sometimes no pay, so that was something I was used to."

At first the younger Montgomery worked for the Steelworkers' Organizing Committee in Hamilton; then he was sent to Kingston to help organize employees at the big Alcan operation. "The assignment was to last six weeks," Montgomery says. "Nine years and eight months later I landed back in Toronto, it had been a long six weeks."

It was in Eastern Ontario that he learned his trade and came to regard participation in community affairs an important union function. "In the smaller towns, life is so interwoven that you can't touch the union movement without becoming involved in other things," he explains. "The community is smaller and so the groups are smaller, the people all know each other and it's highly integrated. In Gananoque the chap who chaired our organizing meetings was the mayor of the town, but he was also the shipper at one of the plants we were organizing. Becoming involved is just the natural thing to do; and when you learn about things like that, you take it with you wherever you go, and that's the way you operate."

That was the way Montgomery continued operating when he became the United Steelworkers' area supervisor in Toronto in 1953. His interest in the community quickly placed him in the position of secretary-treasurer, and later president, of the Labour Council, which spoke on behalf of 160,000 trade unionists. The Toronto experience reinforced his highly practical approach to labour participation in the community, which he sums up in a sentence: "It isn't any big plan, it is just doing a job and meeting situations."

He elaborated in an interview: "I believe that the majority of wage earners at the lower end of the scale are not represented at all. They have



Montgomery: a highly practical approach

no voice in the community, whether it be national, provincial or local. There are two ways to help them: form their own group or form an umbrella group they can take part in. In Toronto we got involved with the Italians, because there are more Italians in the labour movement than there are in all the Italian clubs put together. We felt a responsibility to represent them— not just during the eight hours they work, but seven days a week around the year.

You have to fight the established bureaucracies that prey on immigrants

"The labour movement has a lot to offer; we have expertise and organization; we usually have a place where meetings can be held; we have mimeograph machines and people to type stencils. The big difficulty is to get these people to go on their own later. I always thought we would just make them self-sufficient and that would be it, but they keep looking to Big Brother.

"This kind of job takes a lot of resources. In the ethnic communities

you have to fight the established bureaucracies that survive by preying on the immigrants. This includes the politicians who promise to clear it so that Uncle Joe can come out to Canada. We set up an Italo-Canadian advisory committee composed of all the Italian-speaking union representatives and some others."

There followed a relationship with the National Institute for Social Assistance. The president of that body was in Rome and Montgomery, who was made vice-president, became the senior officer in Canada. The same principles were applied in municipal politics and the Labour Council of Metropolitan Toronto became a major force in changing the profile of the Toronto City Council by helping elect a Reform group; and that led to involvement in a large-scale housing project.

His differences with the administration were on methods rather than principles

Montgomery explained: After we elected the Reform Council we went down to City Hall and told them they should do something about low-cost housing. They checked with the City Solicitor and came back and said that they couldn't get involved, but under the Act there was nothing to prevent the Labour Council setting up a co-operative and starting a program. "So we formed the Labour Council Development Foundation and started involving people outside the labour movement that we were working with on other projects. When we got bogged down with Central Mortgage and Housing, Mayor Crombie went to Ottawa on our behalf and we got money for a \$1,900,000 restoration and new building program. We hadn't seen any promised land; we opened our mouths and got dragged in and that's how it all happened."

The contacts Montgomery had in the community were substantial. He

served on the Social Planning Council of Metropolitan Toronto, the Board of Trustees of the United Way, the Board of Governors of Riverdale Hospital, North York General Hospital Board and the Toronto Zoological Society. Experiences of this type are bound to influence his performance at the national level. He received attention outside the Toronto area when he ran against William Mahoney for the office of national director of the United Steelworkers, in 1973. There was no ideological difference, but Montgomery thought that after 16 years it was time for a change. He made a highly creditable showing but was unable to come close to unseating Mahoney. The position he now holds, secretary-treasurer of the Canadian Congress, was left open with the withdrawal of William Dodge; Montgomery became the Reform candidate at the CLC's 1974 convention in Vancouver. He won handily on the second ballot, upsetting the administration's slate. His differences with the administration were on methods rather than principles, and his victory placed him in line as a possible successor to Joseph Morris, the president. Morris will be eligible to seek re-election in

1976 but after that he will be barred by an age restriction.

Montgomery's Vancouver election platform dealt with the structure of the movement, which he thought needed revamping. "There are two problems," he says, "the geography of our country and the great variations in size—Ontario and Prince Edward Island; Toronto and Cornerbrook, Newfoundland. We have to try to work out a program that the larger labour councils and federations can use, but one that can also be scaled down for the smaller groups." To accomplish this, the new CLC administration is streamlining its staff organization, reducing twelve departments to four and developing greater versatility and flexibility in field personnel.

The trend is going to be toward more authority for the Congress

At the same time, the lines of communication from the national headquarters in Ottawa to the smallest labour council are being tightened.

Montgomery has views about greater autonomy for the national organization. "This is a vital need," he says. "The central body has to have more authority to make the impact it should have. Giving the Canadian members of international unions the sort of autonomy that has been advocated is going to make it easier for the Congress to work on the Canadian scene. The trend is going to be toward more authority for the Congress, that was certainly the mood of the Vancouver convention. This is the only way we can co-ordinate our strength and provide the smaller unions with the kind of back-up service they need."

Despite his close involvement in these organizational matters, Montgomery

Arbitration of grievances—judges and lawyers have no concept of what it is all about

has not lost his interest in plant-level union activities. One of his prime concerns is the apparent breakdown in the arbitration of grievances, and its effect on contract negotiations. He explains: "The difficulty with the arbitration procedure is that it is so court-oriented that it accepts delays, just as the courts do, as a normal course of events. The truth is that someone with a grievance who has to live with it every day he works is very different from someone involved in a civil action in the courts.

"The procedure has been established by judges and lawyers who have no concept of what it is all about. Recently the Toronto Labour Council underwrote a study of some 1,600 arbitration cases and it confirmed our suspicions. Now we are proposing changes that would eliminate a lot of lawyers and end some of the rip-off that is taking place. It has got to be changed, and we are going to fight to see that it is changed.

"What happens is that when a grievance doesn't come out the right way, or when there is a long delay in settling it, then when you come around to negotiations you have someone who is trying to get even. In one of the larger firms, I have seen 180 grievance cases that had to be settled before we could get down to serious negotiations. You create so much unrest and dissatisfaction that you have to get it off the table before a large percentage of the employees are ready to look at a contract settlement.

"The trouble is that the people involved in the present arbitration procedure don't understand this. They say it is not unreasonable for an arbitration case to take four to six



Substantial contacts in the community

months, because court cases take four to six years. You have people adjudicating grievances who have no concept of the environment in which the grievances occur and who don't understand the reaction of the employees or the carry-over that goes into contract negotiations. They live in a separate world, and they are creating more problems than they are solving. That's why they should be out."

In work-place relationships Montgomery foresees greater employee participation, but he is quick to admit that he has no ready answer as to how this can be accomplished: "I don't know what form it should take here in Canada because so many decisions in multinational companies are no longer made by local management. In the big corporate chains the local manager today has less authority than a foreman had 30 years ago. The local manager operates the plant according to a manual prepared in Philadelphia or Brussels or somewhere. He looks at page 32 and it tells him what to do if somebody is late or makes scrap or something. He goes by the book and it may not fit whatever is going on here in Canada. If you try to develop worker participation you may find the person you are talking to can't say yes or no. Greater worker participation has to come, but it has to come with a restoration of authority to the people who run the branch plants.

"It is in the plant that you have to develop job satisfaction. They talk about the work ethic being lost. That is when people aren't starving; when you are hungry you accept a lot more

in the way of bad wages and bad working conditions. We would like to see a situation where people don't dread going to work every day. If we are going to have a work force that is interested in producing quality products, then we have to have a company that is sincerely interested in the employees that produce them. Most companies don't give a damn for the workers, and they know it. In some places the management changes so often you would think they were playing musical chairs. Somehow a relationship has to be established to overcome the idea of working for a migrant firm that is ready to close as quickly as it opened. This is why people have no sense of security and no feeling of belonging."

Working hours—possibility of progress toward greater participation

One area in which Montgomery sees possibility of progress toward greater participation is that of working hours. On this point he differs with union leaders who have been vehement in their opposition to the idea of a compressed work week. He refuses to accept the idea that "the eight-hour day is some sort of holy dogma," but suggests flexible hours may offer greater possibilities than the compressed work week. "This is something people can talk about and participate in," Montgomery says. "It could be the beginning of broader participation. I don't think the idea of

longer work days should be rejected out of hand. If someone starts working ten hours a day they are still going to remember what it was like working eight hours; and there would be a drive to cut the workday down to nine and eventually back to eight. This may be going through the back door to shorter hours. But who can blame a person who figures he can avoid driving to work and back on the fifth day?"

Montgomery shares the lot of most union officials who find that their long hours and irregular schedules leave little time for interests outside their occupation. When there is any leisure time he likes to spend it in his workshop, which is well equipped with woodworking power tools. On the rare occasions when there is enough time, Montgomery is off to a large, old two-room schoolhouse in the country. This is "Montgomery's Folly" which he and his son are slowly converting into a summer place and a possible retirement home. Occasionally he likes the opportunity to play "a bad game of golf."

Don Montgomery's career has been a continuous confrontation with people-oriented problems. He has developed a confidence that their solution can be found in head-on action rather than in theoretical discussions. This is the attitude he has taken to the national office of the Canadian Labour Congress in Ottawa. Where it will lead him remains to be seen and he is keeping his options open. Fortunately, "Montgomery's Folly" is well located: it's near Belleville, roughly halfway between Ottawa and Toronto.

Immigration: Four Options for Canada

by **Bonnie Campbell**

Relatively fewer immigrants will be coming to Canada in the years ahead if suggestions in the federal Government's Green Paper on immigration and population are drafted into legislation later this year. Several options are listed for public debate but there seems little doubt that a more restrictive policy is in the offing unless Canadians demonstrate that they wish otherwise.

In a period when sheer numbers are starting to create strains in Canada's largest cities, when housing is at a premium, and the country's own economic prospects are uncertain, the arrival of newcomers has given rise to fundamental questions about the direction of Canada's immigration.

The aim of the Green Paper, tabled in the House of Commons by Robert K. Andras, Minister of Manpower and Immigration, is to provide a foundation

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for discussion of the role immigration policy should play in creating the kind of society Canadians wish for themselves and their children. It does not make firm recommendations or propose solutions. It explores problems and discusses choices, outlining four options that illustrate the range of possibilities that merit attention:

1. Retain the present point system, which does not set formal limits on the number of immigrants who may come to Canada. The paper's authors do not believe, however, that population growth via immigration is necessary for Canada's economic and

social growth. The document quotes a study suggesting that even a tripling of our population would not produce the economic benefits of cheaper goods and services.

2. Gear the points system to the state of the economy and labour market by eliminating the category of nominated immigrant (one who receives points because he or she has relatives living in Canada). The Green Paper's studies showed that during periods of lower economic activity, nominated immigrants lacked the necessary training or skills to find jobs.

3. Set up an open-ended system for Canadian immigration. Under this plan, Canada would establish targets or quotas for the number of immigrant visas to be issued annually, both on a global basis and for individual countries. But how do you allocate visas for different parts of the world?



Photothèque

Would he be welcome tomorrow?

What selection criteria should be adopted?

4. After establishing a quota for total immigration, specify priorities in admitting different categories of immigrants. Rather than being given a quota for their region, immigration officers would be instructed to give a priority to the skills most in demand at that moment. A commitment to process certain priority groups in a given year, however, could be complicated by a large number of applicants in one or more of the priority groups.

Canadians have not always been tolerant or open-minded in their immigration policies

Although Canadians may be reluctant to admit it, there is a growing unease in this country over non-white immigration from Asia, the Caribbean

and other parts of the Third World. In 1966, 76 per cent of all immigrants came from Europe, only 6 per cent from Asia. By 1973, the proportion of Europeans had dropped to 39 per cent and that of Asians had risen to 23 per cent.

But Canadians have not always been tolerant or open-minded in their immigration policies. After the formalization of its authority in 1867, the Canadian Government adopted a laissez-faire attitude toward immigration. Included in John A. MacDonald's National Policy was an effort to bring new settlers to farm Canada's hinterland. But free immigration ended with the appointment of Clifford Sifton as Minister of the Interior in 1896. The Green Paper says he can justifiably be known as the originator of selective immigration, promoting a massive influx of agricultural settlers. Sifton called for "stalwart peasants in sheepskin coats" and inaugurated the first wave of German, Ukrainian and East European immigration. Blacks and Asians were not welcome. Later, a statement by Mackenzie King noted that any considerable oriental immigration would give rise to social and economic problems.

In 1885, the Government had passed an Act to restrict and regulate Chinese immigration because British Columbia had become alarmed by the number of single male Chinese arriving to work on the railways. The law imposed a head tax of \$50 on each Chinese immigrant. The tax was doubled in 1900, and increased to \$500 in 1903.

Between the two world wars, there was a rank order for immigrants. British and Americans were most favoured; North Europeans were accepted if no one else was available; non-whites were not welcome.

The regulations governing non-white immigration were loosened in 1950, but blacks continued to be

inadmissible unless they were in the preferred employment classes, or were the spouses of Canadian workers. In 1955, annual quotas were placed on domestic workers from the Caribbean.

In 1962, a much more liberal immigration policy was adopted. Unsponsored immigrants from anywhere in the world were admitted on the basis of the points system. They were judged according to their education, training and skills. The next liberalizing move, in 1967, allowed foreigners entering the country as visitors to apply for immigrant status. If unsuccessful, they were granted the right to fight deportation in the courts. But a backlog of appeals forced the Government to revoke the right in 1972.

A forum to discuss future immigration policy, but too many questions unanswered

In the 1970s, the Government began to have second thoughts about its liberal immigration policy. Too many people, it seems, were applying to come to Canada—some 218,000 arrived in 1974. In February of that year, the Government introduced measures aimed at slowing the tide, but the number of applications continued high. So, in October, even tighter regulations were adopted (LG Jan., p. 32).

The new rules penalize unsponsored applicants who do not have a job waiting for them or whose skills are not needed in the area in which they intend to settle. This philosophy has been extended into the Green Paper. The document suggests several times that immigration policy should be tightly linked in future with manpower policy. "How much demand, for exactly what sort of worker and where—this information is the key to using immigration as an effective instrument to serve the immediate demands of the Canadian economy."

The major strength of the Green Paper is that it has given Canadian society a forum to discuss future immigration policy. It has been criticized, however, on the grounds that it has left too many questions unanswered and has avoided the main issues: How honest are Canadians in their desire to create a multiracial society? Should Canada use immigration as a source of cheap labour to sustain its economy?

The paper simply goes around the question of race and multiculturalism. The closest it comes to a mention of the issue is to use the term "absorptive capacity" to discuss the social problems associated with immigration. "How many immigrants can Canada absorb from a cultural standpoint?" asks the report, but it does not discuss programs that might make adjustment easier for newcomers to Canada.

The report does not state explicitly whether Canada should use people from other countries as a source of cheap labour. It speaks, however, against the European guest-worker system, a form of employment where temporary "cheap" workers are imported on contract and then forced

"There are jobs here to be done ... and the unskilled come anyway as illegals"

to leave when the job is done. In Europe, the majority of such workers fill "undesirable" jobs, and their working and living conditions are frequently "substandard," says the Green Paper. But it devotes very little attention to the flow of illegal



Photo: The Canadian Press

How many can Canada absorb?

immigrants who are largely filling this type of job in Canada. Said a senior official in the Department of Manpower and Immigration: "Apart from the real hawks in the department, most officers would favour a revision of the points system so that we can admit, openly and above board, more unskilled immigrants. There are jobs here to be done. What we've learned in the past year is that if you give an immigrant status and proper access to the community, he usually works out fine. If they keep after the cream of other people's societies, the unskilled come anyway as illegals and we spend all our time chasing them around the streets."

The final question that Canadians must ask themselves is on the merit of such a national debate. Does it not just arouse or reinforce old prejudices? It is a tense time for immigrants. Ethnic newspapers warn their readers to be careful, for it is during such a discussion that immigrants are treated as scapegoats for national problems.

"You just wait and see," said Toronto West Indian lawyer Charles Roach, "the immigrant is going to be made a scapegoat for the worsening economic situation, and the lack of housing. He will be blamed for stealing jobs from native-born Canadians."

Protecting Those Who Work with Their Brain

The importance of sheer brainpower in mankind's march to progress is hardly a subject for argument. Few would dispute that creative thought has played a major role in the evolution of man. And fewer still would deny that much of what has been achieved over the centuries in so many fields of human endeavour has come about because man has used his creative faculties to solve problems, extend knowledge and improve the quality of life. Consequently, it would be normal to expect that those who are paid to think would have a right to the same protection against economic and social risks as other workers, and that their special place in society as generators of gainful activity for others would be recognized.

But this is not the case, according to a study by Rolande Cuvillier for the International Labour Organization. The "thinkers" are often less well protected than the "doers," partly because they have failed to integrate fully into the world of labour.

Their needs, problems and aspirations are of a special nature, not usually reflected in conventional trade union action, they do not automatically turn to unions as do manual and other types of workers. Instead, they form their own associations, which were effective enough in an age when most professional workers were self-employed, but are far less so today when most of them are salaried employees.

Thus, while other types of workers have greatly improved their lot through well-organized trade unions, intellectual workers as a group have been left in limbo. So much so, that in today's working world many of them are the odd-men-out. It is high time, says Mrs. Cuvillier, for them to recognize that their claims, special as they are, can best be served through trade union action.

That the "thinkers" are out of step with other workers on the level of social advancement and security is largely due to the special nature of their work. To those who earn a living through mental or creative activity their occupation is not just a job. Manual workers normally consider

This basic difference in the nature of work explains why brain workers have become "problem children" for the trade unions, and also why they tend to look elsewhere for the answers to their needs. Because these needs do not fully correspond to those of other workers and because the problems of intellectual workers do not necessarily respond to the customary type of labour legislation, there is a communications gap between the two sides.

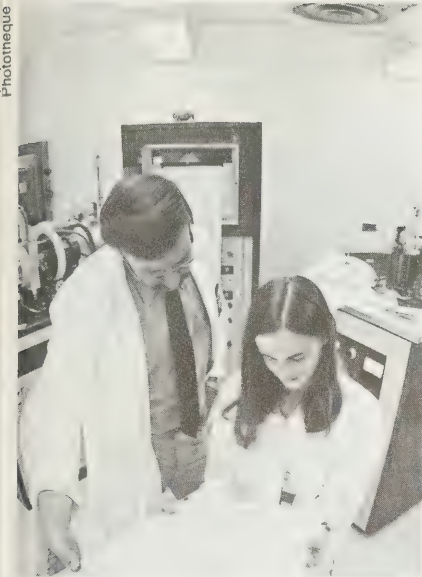
Says the study: "The idea that different demands may be inspired by differences in the nature of work and that the quality of work itself may be a fit subject for demands is making very slow headway... As a result, such

While other types of workers have greatly improved their lot through well-organized trade unions, intellectual workers as a group have been left in limbo.

their job a way of making a living, a means of survival or a necessary evil. Their expectations do not usually go beyond pay, job security, hours of work, safety and holidays. These things are not without interest for intellectual workers. But as important, if not more so, to such workers are the quality, content and usefulness of their work—job satisfaction in the fullest sense of the term.

claims as have been made by intellectual workers through trade union channels have generally been misunderstood."

Although many of these workers are in fact covered by existing systems, they do not benefit from them in practice as do other workers. "They seem to be protected but in fact they are not." Take, for instance, the case



Out of step with other workers



Problems of a special nature

of creative artists and inventors. While independent authors and inventors are covered by existing copyright and patent law, they receive no such protection when they are salaried employees. Often the fruits of their creation are exploited by others with no reward going to the worker.

To bring intellectual workers in from the cold requires a radical revision of current thinking about the kind of protection they need. Because the gap between their needs and those of other workers is wider than is commonly supposed, full account must be taken of the special nature of their grievances. These concern such questions as the quality and demands of their work, recognition based on merit, participation in decision-making, lack of funds for research, restrictions on their freedom of expression in professional matters, protection against the exploitation of brainpower, and above all, the need to update and exchange knowledge — their chief working tool. And because such matters do not fit easily into the conventional framework of current labour legislation, a new dimension is needed if the "thinkers" are to achieve equality with the "doers."

That workers belonging to the same profession can be effective in winning their rights when they organize along trade union lines has been demonstrated by teachers, who have been prepared to go on strike to obtain satisfaction, not only on economic grounds but also to defend moral and professional principles.

The ILO and UNESCO have shown that practical action can be taken up at the international level in defence of

the quality of work as well as the quality of life. Sponsored jointly by these two organizations, an International Recommendation on the Status of Teachers has been adopted that does not limit teachers' needs to purely material considerations but recognizes that they have a legitimate concern with everything affecting the quality of their work.

New ideas and creative talent are more than ever the keys to the further progress of the human race. By reason of their special knowledge and the functional importance of their tasks, intellectual workers play a major role in the entire social system—a role which also extends to the quality of life itself. To deny them the same rights as other workers or to treat them simply as members of that broad, abstract category known as "non-manual workers" is therefore to jeopardize the interests of the entire community, including those of workers as a whole. As Cuvillier puts it, "the more vulnerable these workers are, economically and socially, the greater this risk will be."

Protection designed for other types of work won't be enough to reduce this vulnerability, however. To integrate the thinkers fully into the world of labour it will be necessary to depart from the beaten track of current social theory and practice. Intellectual workers themselves can play a part by coming to grips with the reality of their situation in a changing world. But the specific nature of their work calls for a new kind of approach which takes into account both the material and the more fundamental moral needs of people to whom work is more than just a way of earning a living.

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Media Neglect Industrial Safety

"If 1974 was the year of the struggle for indexing wages, particularly in the [Québec] construction industry, 1975 will be the year of battle for bettering the quality of working life in the factory." These words, spoken by Fernand Daoust, Secretary General of the Québec Federation of Labour, have not made the headlines.

In mid-December 1974, Jean Gérin-Lajoie, the Québec leader of the United Steelworkers, held a press conference, where he tried to draw the attention of reporters to the fact that an estimated 71 per cent of metal workers are subjected to noxious or poisonous dust and that only 11 per cent of them are adequately protected, either by a ventilation system or by some other means. These startling figures did not make the headlines; the author of this article mentioned the matter in a newspaper report, but the newspaper itself did not think there was enough substance to the story to warrant a sensational headline. As Gérin-Lajoie said, and not unreasonably, "all that the news media (perhaps including me) release in the way of labour information is the loud cries of the union tenors, the internal squabbles, the splits, the dirt and the strikes. The voice of the ordinary worker does not find its way into the news, it does not make the headlines."

A few days later, industrial dust did make the headlines in Montreal's newspapers. And there was indeed a reason: two workmen were killed and 19 injured inhaling sulphuric acid at the Canadian Copper plant in Montreal East. Government investigators showed there was no doubt that responsibility lay with the company. Two deaths were necessary for the news media to become conscious of the problem and yet, despite the fact that such deaths do not occur every day, industrial safety was relegated to the "inner pages."

While the Quebec Federation of Labour was holding an important conference on industrial accidents—which served as a platform for Fernand Daoust to launch his campaign—450 employees from Union Carbide's factory at Beauharnois, went on strike to obtain, they said, safer working conditions. That these workers, affiliated to the Steelworkers, had been shocked by a tragedy that occurred a few yards away at Chromarco, or by the tragedy at the Canadian Copper plant, is quite possible. That they used "safety" as a publicity stunt is, at least in part, equally possible. It is refreshing to see that in Québec some people go on strike not for better wages, but rather to obtain better "physical" conditions at work; it is only a beginning, however.

At the end of January, the QFL held a two-day conference on the prevention

of accidents and the protection of health at work. Some 200 militant members of the federation participated in what constituted a "first and the beginning of a concerted drive by the QFL for the improvement of working conditions."

In the aftermath of the events at Canadian Copper, the federation realizes that it is futile to fight only for better wages if workers must part with their health at their place of work. As Fernand Daoust said at the press conference preceding the QFL meeting, "it is very easy to attribute to the unions a decrease in productivity on work sites or elsewhere, but it is time that we learned that industrial diseases and accidents at work are just as responsible for this situation as alleged union agitation."

Workers assert that disability is a risk that must be minimized. According to a study by Raymond Dépatie for the Labour Research Institute, at one time or another "most workers experience brief periods of disability lasting a few days or even a few weeks. Were it nothing more than that, there would be little to make such a fuss about. Unfortunately, there is more to it than that. In fact, studies made by insurance companies show that one worker in four will be disabled for more than six months at least once during his active work life, and that one worker in twenty will be disabled for more than five years. Those are facts, not assumptions.

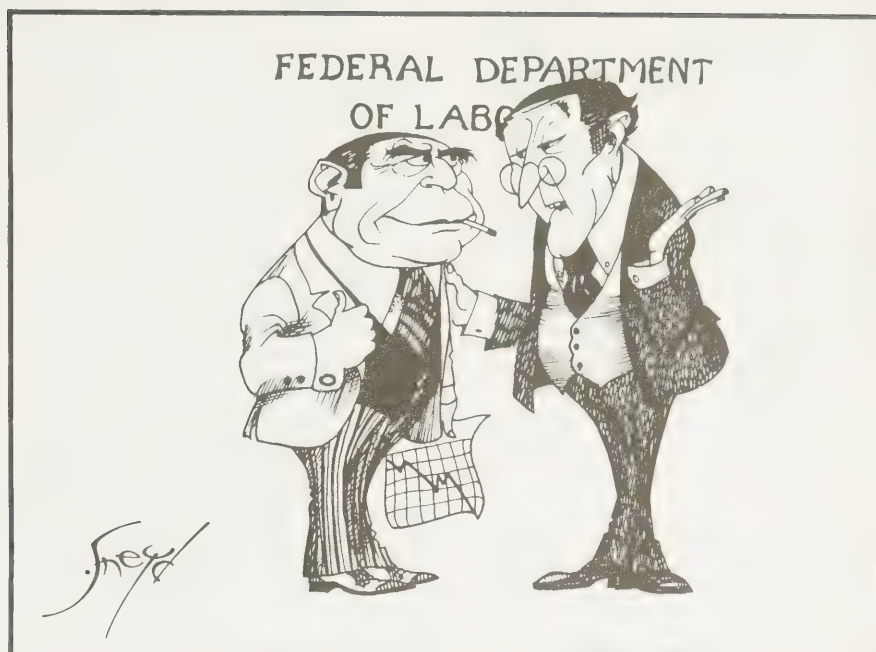
But it is not only with the QFL and the Steelworkers that we see a change in policy. Last December, the Confederation of National Trade Unions gave a press conference on asbestosis. Thousands of asbestos workers in Québec, asserts the CNTU, work in conditions dangerous to their health. Asbestosis is an incurable illness that hardens the air cells of the lungs so that they can no longer purify the blood pumped through by the heart. Medicine has not yet found a cure for this disease.

It is therefore absurd to continue to expose to asbestos dust miners who are already suffering from asbestosis. It is a serious problem indeed, yet the newspapers refer to it only casually in their back pages. Asbestosis does not make headlines.

In Québec, of course, it is normal for the hearings of the Cliche Commission to make headlines. Just as it was the duty of the media to mention that the President of the local Teamsters union had to appear in court for having been caught dipping into the funds of his union, that the Seafarers union had contributed to the election coffers of many members of the legislature, that the CNTU lacks money for strike pay. To use a newspaper expression currently, in style, these issues are "hot".

One must not get the idea, however, that such is the real picture of Québec unionism, and that the militant unionist is exclusively the one who pickets outside the gate of his factory, or the one who "shylocks" in a tavern, as did certain individuals exposed by the Cliche Commission. There are thousands who concern themselves with "concrete" problems and for whom unionism is a question of environment and better living.

Pierre J.G. Vennat,
La Gazette du Travail.



"The unemployment picture isn't so bad... WE could be out of a job."

Industry-Wide Bargaining: Gains and Drawbacks

The theoretical appeal of [industry-wide bargaining] is obvious considering, for example, that the movement of grain in Canada can be—and often is—stopped by one or another of perhaps a dozen different unions, representing railway men, grain handlers, longshoremen, sailors, grain inspectors, seaway workers and others.

Trudeau's idea is that if all the unions involved in an industry bargained together with all the employers, the omnibus settlements thus reached would produce greater stability and fewer strikes.

This has been practised, with some success, on the Canadian railways since 1950. Three different sets of unions, representing employees who work on trains, employees who don't and shopcraft workers, bargain with the railway companies for contracts that apply nationwide. The settlement won by the first group at the table is

usually accepted as a standard by the other two.

The system hasn't proved strike-proof—there have been three legal railway strikes since 1950, and they stopped the trains not just in a province or a region, but all across Canada. But railway strikes would probably have been chronic if 18 unions had been bargaining separately.

From the employee point of view, there are both gains and drawbacks to industry-wide bargaining in a vast country with marked regional differences. The railway unions are proud that equal rates of pay for the same work, everywhere in Canada, have done something to reduce regional disparities of income. But a wage that may spell comfort to a railway switchman living in rural or small-town New Brunswick may seem meagre to his counterpart in Toronto, facing much higher housing costs here.

By failing to take account of local problems and conditions, industry-wide

bargaining could, in fact, tend to provoke wildcat strikes. The net gain toward Trudeau's objective might then be nil.

But if it's worth trying in more industries, the government should clear away some jurisdictional barriers which keep the labour movement splintered. For example, grain inspectors are certified by the Public Service Staff Relations Board while railway employees are under the Canada Labour Relations Board. In order for them to unite in bargaining, they would have to be under the same agency.

To take another example, there seems no logical reason why mail sorters in the Post Office should be represented by one union and the letter carriers by another. By trying to outdo each other, and by their penchant for wildcat strikes, they manage to keep the postal service partly or wholly disrupted much of the time.

In view of the present state of the service, the public could scarcely lose, and might gain, if the staff relations board insisted that the postal unions bargain jointly or even merge into a single union.

The Toronto Star.

Change the Rules

It is difficult to believe that Canadians are masochistic enough to want the present set of rules governing labour-management relations to last much longer without change. As long ago as the early part of 1972, a national poll established that 78 per cent of Canadians believed that the strike had outlived its usefulness (74 per cent of labour held this view)—and it seems highly doubtful that recent events would give the strike a more respectable image.

There is no difficulty at all in seeing why the strike enjoys little popularity on either side of the bargaining table, in government, or among the public. It

often inflicts suffering on all the parties concerned—loss of income for the striker, loss of business (and the possibility of total collapse) to the company, sometimes deprivation to the public, and a loss of productivity which puts one more dent in our national economic bodywork.

As we say, it's difficult to believe that anyone would be foolish enough to sustain this madness, and yet Canada appears to have set its foot on this sinister road, acquiring the dismaying distinction of having the worst strike record in the world, next to Italy, in the years from 1964 to 1973.

The unionist who achieves a satisfactory settlement after striking, only to find himself out of work because of the next union's strike, is going to suspect that he went to a lot of trouble for nothing. He will hope that there is an alternative, and he may well look to the CLC for constructive suggestions.

It would be a mistake, however, to assume that the onus for solution lies solely with the CLC or any of its components.

If Mr. Trudeau believes there would be a substantial advance toward a more rational system by setting up a single bargaining process for each industry, there are more practical steps he can take than hopefully tossing it in the lap of Joseph Morris. He might initiate positive moves in

that direction at the industry level rather than settle for the vague proffering of propositions to the CLC.

The Globe and Mail, Toronto.

End Strikes—CMA

"Why use legislation to force workers back to work when they are only exercising their licence to strike—a licence so recently and deliberately given them? The answer, of course, is that the licence should not have been granted in the first place. It is wrong for public services ever to be disrupted no matter how short the work stoppage." The Canadian Manufacturers' Association in a brief to the special joint Parliamentary committee on employer-employee relations in the public service.

Labour Monopoly

In a BBC television interview, Prime Minister Trudeau was asked which he considered to be the greater danger; the monopoly of large industry or the monopoly of organized labour. The PM's reply: "The monopoly of labour has been created to fight large industry. We have legislation to curtail unfair competition or price fixing... (but) ...there is not much legislation to curtail the monopolistic power of labour. Unless labour is prepared to behave very responsibly such legislation may become inevitable."

FORUM invites readers to submit comments or articles of up to 600 words on topics of interest to the working population. Address them to The Editor, THE LABOUR GAZETTE, Canada Department of Labour, Ottawa, Ontario K1A 0J2

Labour Legislation In Canada in 1974

Part 3: Human Rights

by Cal McKerral

During 1974 several jurisdictions enacted new legislation in the field of human rights. Manitoba brought its new Human Rights Act into force, and other jurisdictions amended existing provisions, the amendments encompassing both substantive and administrative matters.

Manitoba

Manitoba proclaimed its new Human Rights Act in force on October 25, 1974. The new Act broadens prohibitions against discrimination, enables the payment of special damages to victims of discrimination, and provides for the establishment of special boards of adjudication.

The new Act adds a prohibition of discrimination in the provision of housing on the basis of source of income. This would, for example, prevent the denial of housing to welfare recipients.

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Signs or broadcasts or publications or any notice, sign, emblem, etc., that shows discrimination on the grounds of race, nationality, religion, colour, sex, marital status, or ethnic or national origin are prohibited. The Act specifies, however, that the above prohibition is not intended to interfere with the free expression of opinion upon any subject, nor does it apply to the display of a sign, notice, etc., displayed to identify facilities customarily used by one sex. Public services or facilities or accommodation must not be denied on the basis of race, nationality, religion, colour, sex, age, or ethnic or national origin. But persons under the age of majority may not use facilities not available to them by law, and persons of one sex

or another may be barred on grounds of public decency.

Also, the prohibition against denying occupancy in commercial or housing accommodation on grounds of race, nationality, religion, colour, sex, age, or ethnic or national origin does not apply to housing accommodation where the occupancy of all the housing accommodation in a building, except that of the owner and his family, is restricted to individuals who are of the same sex.

Preference in housing accommodation may also be given in buildings designed to be used primarily for elderly persons.

Denial to any person of the opportunity to acquire any commercial unit or housing, or any interest in land, on the basis of race, nationality, religion, colour, sex, age, marital status, or ethnic or national origin is prohibited. Discrimination with respect

to any term or condition of purchase of housing, commercial units, accommodation, or land or interest in land on these above grounds is also prohibited.

General Clause

The Act carries a general clause stating that every person has the right to equal opportunity based on bona fide qualifications in respect of his occupation or employment, or in respect of intended occupation or employment, advancement or promotion. This right applies also to membership or intended membership in a trade union, employers' organization or occupational association. The general clause is followed by specific prohibitions against discrimination by employers, employment agencies and trade unions on the grounds of race, nationality, religion, colour, sex, age, marital status, ethnic or national origin, or political beliefs.

Employers must not publish or cause to be published, displayed, circulated or broadcast, any words, symbols or other representations that indicate directly or indirectly that race, nationality, religion, colour, sex, age, marital status, ethnic or national origin are or may be a limitation, specification, or preference for a position of employment. No one may advertise on behalf of an employer, an advertisement that contains the above preferences, limitations or specifications.

No one is allowed to use an application form, or make any pre-employment inquiry that expresses a preference or limitation or specification as to race, nationality, religion, colour, sex, age, marital status or ethnic or national origin. These particulars must not be asked for, nor may an employment agency act upon, or make any referral based on them.

The prohibitions relating to discrimination in selection for

employment to not apply where sex, age, marital status or political belief are a reasonable occupational qualification and requirement for the position of employment. The prohibitions relating to limitations or preferences in employment do not apply to an exclusively religious, philanthropic, educational, fraternal or social organization that is not operated for a profit and is operated primarily to foster the welfare of a group or class of persons characterized by a common race, nationality, religion, colour, sex, age, marital status, ethnic or national origin where one or more of the above criteria is a bona fide occupational qualification and requirement.

Domestics Excluded

The prohibitions against discrimination in employment do not apply to a domestic employed or to be employed in a single family residence.

Contracts made generally available to the public must not discriminate or include terms or conditions that discriminate against any person on the basis of race, nationality, religion, colour, sex, age, marital status, ethnic or national origin of that person. This prohibition does not apply to the operation of a bona fide retirement, superannuation or pension plan, or the terms or conditions of any bona fide group or employee insurance plan, or any bona fide scheme based upon seniority.

No one must be penalized in any way by refusal of employment, threats of or actual dismissal, or by any other penalty, because of having made a complaint under the Act, or has testified or made any disclosure under the Act.

The Act is administered by the Manitoba Human Rights Commission, which is appointed by the Lieutenant Governor in Council. The Commission is not limited to any particular number

of members, and the term of these members is determined by the Lieutenant Governor in Council.

Besides enforcing the Act, the Commission is empowered to conduct educational programs. The Commission must file an annual report of its activities with the Minister, who then submits the report to the Legislative Assembly.

Boards of Adjudication

Although the investigation of complaints will continue to be the function of the Human Rights Commission, the hearing of and passing judgment on cases of alleged infringement of human rights legislation will be the responsibility of boards of adjudication. These boards are to be appointed, as required, by the Attorney General. The purpose of dividing the investigation and judgment functions between the boards and the Commission is to prevent any pre-judging of cases.

Complaints under the Human Rights Act may be initiated by any person who has reasonable grounds to believe that any person has contravened the Act. A complaint must be filed with the Commission within six months after the alleged offence occurred. Where the complaint is made by a third party, the Commission may refuse to file the complaint unless the person alleged to be offended against consents. If the Commission is unable to effect a settlement in a complaint, then the matter may be referred through the Minister to a board of adjudication.

If, after a hearing during which both sides must be given an opportunity to be heard, the board finds that a violation has occurred, it may make an order directing that lost wages be compensated for. It may also order that the guilty party do or refrain from doing something, in order that the Act may be complied with. The board may

file the order with the Court of Queen's Bench, thus giving the order the status of a court judgment. Appeal may be filed with the Court of Queen's Bench.

Individuals found guilty of violating the Human Rights Act are liable to a fine of not less than \$100 and not more than \$1,000 (previously \$50 and \$500); in the case of corporations, not less than \$500 and not more than \$5,000 (previously \$200 and \$1,000).

Ontario

Now clarified in the Ontario Human Rights Code is the fact that the prohibition against discrimination in housing on the basis of sex is not applicable where the occupancy of the housing accommodation, other than that of the owner and his family, is restricted to persons of the same sex.

The Code has been revised also to allow for investigation, rather than formal inquiry, in the early stages of proceedings on an alleged violation. A Commissioner or officer of the Commission may enter upon lands or premises at any reasonable time without a warrant for the purpose of investigating a complaint. This Commissioner or officer may remove any employment applications, payrolls, records, documents, etc., for the purpose of making copies or extracts. No entry may be made, however, into a place or room actually being used as a dwelling, without first having obtained an order from a justice of the peace, and any documents removed must be returned promptly after copies have been made. The Act makes it an offence to hinder or obstruct an officer of the Commission, or to withhold any documents or papers relevant to the complaint.

Also in the area of administration, the amendment shifts the administrative and enforcement functions formerly carried out by the Ontario Women's

Bureau to the Ontario Human Rights Commission.

Nova Scotia

An amendment to the Nova Scotia Human Rights Act prohibits discrimination in employment on the basis of age for older persons (between 40 and 65). This does not affect the operation of a bona fide retirement or pension plan, or group or employee insurance plan.

Also newly prohibited is discrimination on the basis of a physical handicap, unless the nature and extent of the handicap reasonably precludes performance of the particular employment, activity or association.

Yukon Territory

The Yukon Territory Fair Practices Ordinance now has wider application, since employers with fewer than five employees are now subject to its provisions.

Also broadened are the grounds upon which discrimination is prohibited in certain practices. Employers and trade unions must not discriminate on grounds of sex or marital status. These new grounds are added to the previous ones: race, religion, religious creed, colour and ancestry. Exceptions are allowed for these new grounds, as was the case with the previous ones, where a preference is based upon a bona fide occupational qualification.

The prohibitions apply to the use of application forms. That is, no person is allowed to require an applicant for employment to complete a form of application that asks for particulars as to race, religion, religious creed, colour, ancestry, sex, marital status or ethnic or national origin.

Sex and marital status were added to the grounds upon which persons must not deny accommodation, services or

facilities available in any place to which the public is customarily admitted. No one may deny a person occupancy of an apartment in a building that contains more than six self-contained dwelling units, because of race, religion, religious creed, colour, ancestry, sex, marital status or ethnic or national origin. The previously prohibited grounds were race, creed, colour, nationality, ancestry or place or origin.

A new clause states that the section regarding denial of accommodation, public facilities, etc., does not apply where the accommodation, services or occupancy is restricted to persons who are of the same sex.

Sex and marital status are added also to the list of grounds upon which discriminatory publications, signs, notices, emblems, etc., are prohibited.

Northwest Territories

The Northwest Territories amended its Fair Practices Ordinance in order to give it broader coverage. Sex and marital status are added to the grounds upon which discrimination is prohibited in employment, trade union membership, provision of public accommodation or other public facilities or services, occupancy in self-contained apartment units, and publication or display of signs, notices, symbols, etc. Also prohibited is discrimination in employment because of a person's place of residence.

The Ordinance now applies to employers of one or more employees, whereas previously application was to employers of five or more employees.

The Territorial Commissioner may now approve programs designed to promote the welfare of any class of individuals. Such programs would not be a violation of the provisions of the Ordinance.

Newfoundland

Extensive changes were made to the Newfoundland Human Rights Code. In general, these changes consisted of a broadening of the grounds upon which discrimination is prohibited, and the establishment of a permanent Human Rights Commission.

Sex and marital status are added to the grounds upon which discrimination is prohibited in the provision of public accommodation, services and other facilities, and in the provision of commercial or self-contained dwelling units.

Marital status is now a prohibited ground for discrimination in employment and employment-related areas such as use of employment agencies, use of application forms and pre-employment inquiries, and membership in trade unions.

Sex is added as a prohibited ground for discrimination in the use of application forms, pre-employment inquiries, advertisements for employment, and the use of employment agencies that discriminate. Sex was already a prohibited ground in employment and in trade union membership.

Where age is a prohibited ground, "age" now means not less than 19 and not more than 65.

Also, the types of employers to which the fair employment practices section does not apply have been substantially reduced. Application is now excepted in respect of an exclusively religious or fraternal non-profit organization, and in respect of the employment of a domestic

employed and living in a single-family home. Previously, the fair employment provisions did not apply to a much wider range of employers, including non-profit charitable, philanthropic, educational, and social organizations, and a fairly extensive number of educational institutions and other bodies specified by order of the Lieutenant Governor in Council in the light of certain terms of union with Canada as set forth in the schedule to the British North America Act.

A unique new section prohibits discrimination in employment-related activities because of a person's having had his or her pay subject to attachment or seizure from a present or previous employer. Exception can be made, however, where the duties of the employee include collecting, receiving or depositing money belonging to the employer.

Amend Equal Pay Provisions

Equal pay provisions have been amended to ensure that males as well as females are protected. Also, an added clause declares that female employees must be afforded equal opportunity for advancement and training, and equal pension rights and insurance benefits as males employed in the same establishment performing under the same or similar working conditions, the same or similar work on jobs requiring the same or similar skill, effort and responsibility.

The amendment provides for the establishment of a permanent Human Rights Commission. The new Commission is to be composed of at least three members, one of whom is

designated as Chairman. Also designated from the Commission is a Director, who is Executive Director of the Commission.

The Commission, subject to the responsible Minister, administers the Code, and also is charged with the promotion of human rights through educational programs, research, advice and assistance to government departments and agencies, private organizations, groups, and individuals. Also, the Commission must co-operate with and assist any person, organization or group concerned with human rights, whether within or outside the province.

The Commission, through the Director, is responsible for enforcement of the Act. Where a person complains in writing that he or she has been aggrieved by an alleged violation of the Code, the Director, or an investigating officer, enquires into and attempts to settle the matter. If a settlement is not effected, the Director must report to the Chairman of the Commission, who in turn reports to the Minister with a recommendation as to whether the matter merits further enquiry.

Where the matter is judged by the Minister to merit further enquiry, it is referred for settlement to either the Human Rights Commission (or one or more members thereof), or an "ad hoc" Human Rights Commission consisting of one or more persons appointed by the Minister. After an enquiry, the Commission (whether it is the permanent Commission or an "ad hoc" Commission) makes its recommendations to the Minister, who then may issue whatever order he deems necessary to carry out those recommendations.

Fifty Years Ago

Approval to a bill introduced in the Nova Scotia legislature by the Premier, Hon. E.H. Armstrong, under the title "The Industrial Peace Act, 1925," was given in 1925. A summary of the provisions of the act were published in the May 1925 issue of *The Labour Gazette*.

The Nova Scotia Industrial Peace Act, which repealed the Conciliation Act of 1903 and the Miners' Arbitration Act of 1890, was approved by the provincial legislature in 1925. The bill was enacted mainly to create machinery for the settlement of industrial disputes in connection with the mining industry and public utilities, similar to that provided for Canada under the provisions of the Industrial Disputes Investigation Act, 1907, the latter act having been found by the Judicial Committee of the Privy Council to be ultra vires of the Dominion Parliament in regard to some of its provisions. The provisions contained in Part 1 of the new act were almost identical with the provisions of the I.D.I. Act, but with certain differences because it was a provincial rather than a Dominion measure. The new act, administered by the Minister of Works and Mines, provided methods for conciliation and investigation.

The Industrial Peace Act was divided into two parts: the first part was "simply the re-enacting of the Lemieux Act (the Industrial Disputes Investigation Act)." The second part extends beyond the Dominion Act, and was not to be enacted before

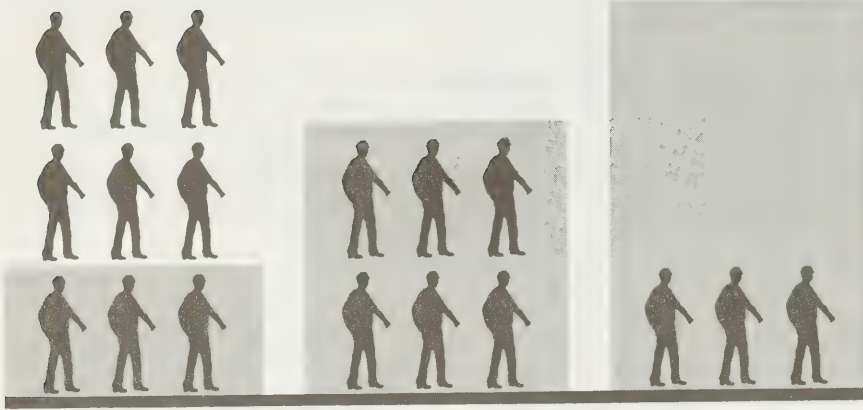
proclamation by the Governor in Council of the province. It contained features stated to be patterned after the compulsory arbitration law of New Zealand and the Act establishing the Kansas Court of Industrial Relations. It provided for the establishment of a permanent arbitration commission with judicial powers. The commission was to investigate and render decisions, enforceable by law, in disputes where conciliation proceedings had failed.

The principal provisions of the second part of the Industrial Peace Act provided for the establishment of a permanent arbitration commission.

These sections, also, did not take effect until the Governor in Council had proclaimed them in force. The Arbitration Commission was to consist of three members, appointed by the Governor in Council, one of them to be designated as chairman. The chairman must be "a barrister of the Supreme Court of Nova Scotia of ten years standing; he will hold office during good behaviour, and the other members hold office for three years, at salaries to be fixed by the Governor in Council." The Commissioners would have the same privileges and immunities as judges of the Supreme Court of Nova Scotia.



The Public Archives of Canada



PRICES & EMPLOYMENT

Consumer, February

The Consumer Price Index for Canada (1961 = 100) rose 0.8 per cent to 178.0 in February from 176.6 in January. Though all main components advanced in the latest month, the CPI registered a smaller increase than in February a year ago, mainly because of less rapidly rising food prices. Compared with 1974, when increases in food prices regularly surpassed those of other parts of the consumer budget, the 1975 indexes for food and for all-items excluding food, are rising at similar rates. Between February, 1974 and February, 1975, the total CPI registered an increase of 11.8 per cent.

Generally higher quotations for fresh fruit and vegetables, with the exception of potatoes, and increased prices for milk, butter and other dairy products, and for most cereal and bakery items, were responsible for the 0.8 per cent advance in retail food prices in February. Partially offsetting these advances, beef prices decreased, on average, by 6.5 per cent to reach the level at which they stood in mid-1973. The price of sugar continued to decline; although still retailing at about double its price of a year ago, the sugar index has

declined by 23 per cent from its late-1974 peak.

The increase of 0.7 per cent in the index for all items other than food was mainly because of widespread increases in insurance rates for automobiles, dwellings and household effects. Higher prices for other items required to run the home, e.g. cleaning supplies, contributed to the rise. Notably higher prices were registered also for movie admissions, alcoholic beverages consumed outside the home, and for magazine subscriptions. Clothing prices, on average, have remained relatively stable for the past several months. The Consumer Price Index reclassified by goods and services gives another view of the incidence of price change. Between January and February, the index for services advanced 1.3 per cent, the sharpest one-month increase in recent years, and more than twice the 0.6 per cent rise in the index for goods. The durable goods index declined for the first time in two years, dropping 0.4 per cent mainly because of the effect of manufacturers' rebates on selected new car purchases, which contributed to a 0.7 per cent decline in the automobiles index. On a seasonally adjusted basis, the January to February advance in the all-items

CPI was 0.7 per cent, which, with the exception of the 0.5 per cent increase a month earlier, was the lowest month-to-month rise since July, 1974. The seasonally adjusted food index advanced 0.6 per cent in February—about one half the average monthly rate of increase of the previous year.

Wholesale, January

The general wholesale price index (1935-39 = 100) rose 0.6 per cent in January to 484.7 from 482.0 (revised) in December, and was 12.9 per cent above the January 1974 level of 429.2. Five of the eight major groups advanced and three declined. The wood products group index increased 6.3 per cent in the latest month as prices for newsprint and wrapping paper advanced 12.1 per cent and wood pulp rose 8.5 per cent. Non-metallic minerals advanced 4.4 per cent with price increases of 30.5 per cent for coke, 14.2 per cent for cement and 12.5 per cent for salt. Iron products rose 2.8 per cent, mainly because of increases for wire and for rolling mill products. The vegetable products group index decreased 4.1 per cent from the December level, reflecting price declines for onions, sugar and its products, and potatoes.

Wholesale, February

The general wholesale price index (1935-39 = 100) declined 0.2 per cent in February to 483.2 from 484.3 (revised) in January and was 10.4 per cent above its February 1974 level of 437.8. Three of the eight major groups decreased and five showed increases. The vegetable products group index declined 3.4 per cent in February, mainly because of price decreases for potatoes, 20.2 per cent; grains, 10.0 per cent; fresh fruits, 5.5 per cent; livestock and poultry feeds, 3.8 per cent; and vegetable oil products, 3.6 per cent. The animal products group decreased 2.6 per

cent, reflecting lower prices for livestock, 8.4 per cent; fresh meats, 6.6 per cent; hides and skins, 6.3 per cent; leather, 3.8 per cent; and eggs, 3.8 per cent. The textile products group declined 0.1 per cent. The iron products group rose 2.8 per cent in February because of price increases for wire, 7.4 per cent; rolling mill products, 4.7 per cent; and iron foundries products and steel pipe and tubing, 2.7 per cent. Other index increases were shown by: non-metallic minerals, 1.9 per cent; wood products, 1.8 per cent; non-ferrous metals, 1.7 per cent; and chemical products, 1.4 per cent.

City consumer, February

Consumer price indexes rose in all regional cities in February, with increases ranging from 0.3 per cent in Edmonton to 1.4 per cent in Winnipeg. Food indexes increased in 12 cities, declined in 1, and were

unchanged in 1. Quotations were generally higher for dairy, bakery and cereal products, pork, poultry, fresh produce, processed fruits and vegetables, beverages, and restaurant food. Prices for beef, eggs and sugar declined. Housing components rose in all cities because of increased shelter costs, higher household effects insurance rates and increased prices for household supplies. Clothing indexes rose in 10 cities and declined in 4. Transportation components rose in 9 cities, declined in 4 and were unchanged in 1. Increased automobile insurance rates, generally outweighed lower prices for new cars and a reduction in train fares. Health and personal care indexes increased in all cities with higher charges for men's haircuts and women's hairdressing and increased prices for pharmaceuticals and toiletries. Recreation, education and reading components rose in all centres, reflecting higher movie admission charges and increased magazine

subscription rates. Tobacco and alcohol indexes increased in 12 cities and were unchanged in 2. Prices were generally higher for alcoholic beverages consumed on licensed premises.

Employment, March

Although employment increased in March, unemployment showed an even larger rise, and the seasonally adjusted unemployment rate advanced 7.2 per cent from 6.8 per cent in February, Statistics Canada reported.

In March the unemployment rate for men 25 years of age and over rose to 5.4 per cent from 5.2 per cent in February, and for women aged 25 years and over it increased to 4.6 per cent from 4.1 per cent. For persons aged 14-24 years, the unemployment rate advanced to 12.7 per cent from 12.1 per cent. The seasonally adjusted participation rate for Canada—percentage of the population 14 years of age and over included in the labour force—increased to 59.1 per cent in March from 58.9 the previous month.

On an actual basis, the number of persons employed increased to 8,950,000 in March from 8,870,000 in February, and 8,730,000 in March 1974. The actual unemployment total was 840,000 for 8.6 per cent of the 9,790,000 included in the labour force last month. By province, unemployment rates were: Newfoundland, 24.1 per cent; New Brunswick, 15.8 per cent; Quebec, 10.8 per cent; Nova Scotia, 10.0 per cent; British Columbia, 9.3 per cent; Ontario, 7.3 per cent; Manitoba, 4.3 per cent; Alberta, 4.2 per cent; and Saskatchewan, 3.5 per cent.



"Sure, the dollar is way down; but, on the other hand, food prices are way up."



CONCILIATION

During February the Minister of Labour appointed conciliation officers to deal with the following disputes:

Canadian Arsenals Limited (Small Arms Division), Mississauga, Ont., and United Steelworkers of America, Local 6199 (Conciliation Officer: H. Bartenbach).

The Toronto Harbour Commissioners, Toronto, Ont., and Canadian Union of Public Employees, Local 186 (Conciliation Officers: T. B. McRae and H. Bartenbach).

National Harbours Board, Port of Québec, Qué., and Public Service Alliance of Canada (representing a unit of office employees)(Conciliation Officer: G. R. Doucet).

New Brunswick Broadcasting Company Limited (CHSJ-TV, CHSJ-Radio), Saint John, N.B., and National Association of Broadcast Employees and Technicians. (Conciliation Officer: R. L. Kervin).

City Express Ltd., Whitehouse, Y.T., and General Truck Drivers and Helpers, Local 31 (Conciliation Officer: J. M. Collins).

Bekins Moving & Storage Ltd., Vancouver, B.C., and General Truck Drivers and Helpers, Local 31 (representing a unit of office and clerical employees) (Conciliation Officer: G. W. Rogers).

Chapman Transport Ltd., Kelowna, B.C., and General Truck Drivers and Helpers, Local 31; Teamsters Local 213 (representing a unit of office and clerical employees)(Conciliation Officer: D. H. Cameron).

National Harbours Board, Port of Québec, Qué., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (representing a unit of operations and maintenance employees)(Conciliation Officer: M. Archambault).

Transport d'Anjou Inc., Rivière-du-Loup, Qué., and Canadian Brotherhood of

Railway, Transport and General Workers (Conciliation Officer: M. Archambault).

Canadian Machinery Movers Limited, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers Union, Local 880 (Conciliation Officer: H. Bartenbach).

The J.P. Porter Company Limited, Montréal, Qué., Richelieu Dredging Corporation Inc., Montréal, Qué., McNamara Marine Limited, Whitby, Ont., Canadian Dredge & Dock Co. Ltd., Toronto, Ont., and T.C. Gorman, Toronto, Ont., and Seafarers' International Union of Canada (Conciliation Officer: G. R. Doucet).

Quinn Freight Lines, Inc., Saint John, N.B., and Teamsters, Chauffeurs, Warehousemen, Helpers and Miscellaneous Workers, Local 76 (Conciliation Officer: R. L. Kervin).

National Arts Centre Corporation, Ottawa, Ont., and International Alliance of Theatrical Stage Employees and

Moving Picture Machine Operators of the United States and Canada (Conciliation Officer: M. K. Carson).

Big Valley Supply and Enterprises Limited, Calgary, Alta., and General Teamsters, Local 362 (Conciliation Officer: D. H. Cameron).

Roadway Transport Limited, Rexdale, Ont., and Teamsters Local 938 (representing full-time office and clerical employees and dispatch clerks) (Conciliation Officer: T. B. McRae).

CKY-TV, MTV Limited, Winnipeg, Man., and National Association of Broadcast Employees and Technicians (representing office employees)(Conciliation Officer: A. E. Koppel).

Star Transfer Limited, Timmins, Ont., and Teamsters Local 938 (representing a unit of office employees)(Conciliation Officer: T. B. McRae).

Télévision St-Maurice Inc., Trois-Rivières, Qué., and National Association of Broadcast Employees and Technicians (representing a unit of employees at TV station CKTM-TV, Mont-Carmel, Québec)(Conciliation Officer: M. Archambault).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Officers: D. H. Cameron and J. M. Collins).

Settlements by conciliation officers.

Delta Cable Television Ltd., Delta, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J. M. Collins)(LG, April).

Canadian Wirevision Limited, Vancouver, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J. M. Collins)(LG, April).

Western Cablevision Limited, Surrey, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J. M. Collins)(LG, April).

North West Community Video Ltd., North Vancouver, B.C., and International Brotherhood of Electrical Workers, Local 213 (Conciliation Officers: D. H. Cameron and J. M. Collins)(LG, April).

Nordair Limited, Montréal International Airport, Dorval, Qué., and International Association of Machinists and Aerospace Workers, Lodge 2309 (representing a unit of flight attendants) (Conciliation Officer: G. R. Doucet)(LG, April).

National Harbours Board, Montréal, Qué., and National Harbours Board Police Brotherhood, Montréal (Conciliation Officer: G. R. Doucet)(LG, April).

Les Déménagements Côté Ltée, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (Conciliation Officer: G. R. Doucet) (LG, April).

REA Express (Canada) Limited, Cooksville, Ont., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (Conciliation Officer: M. K. Carson) (LG, March).

General Aviation Services Ltd., Montréal International Airport, Dorval, Qué., and International Association of Machinists and Aerospace Workers,

Local 2300 (Conciliation Officer: M. Archambault)(LG, March).

Disputes in which there was no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Transair Limited, Winnipeg International Airport, Winnipeg, Man., and International Association of Machinists and Aerospace Workers (representing a unit of maintenance employees)(Conciliation Officer: A. E. Koppel)(LG, April).

Transair Limited, Winnipeg International Airport, Winnipeg, Man., and International Association of Machinists and Aerospace Workers (representing a unit of traffic and reservation employees)(Conciliation Officer: A. E. Koppel)(LG, April).

The Canadian Transit Company, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 880 (Conciliation Officers: H. A. Fisher and H. Bartenbach)(LG, March).

W. C. Norris Ltd., Mississauga, Ont., and Teamsters Local 880 (Conciliation Officer: K. Hulse) (LG, March).

Tippet-Richardson (Ottawa) Limited, Ottawa, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91 (Conciliation Officer: K. Hulse) (LG, January).

Settlement reached following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). The Canadian Transit Company, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 880 (settled with

the mediation assistance of T. B. McRae)(see above).

Strike terminated following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). D.C.B. Industries Ltée, St-Laurent. Qué., Champlain Sept Iles Express Inc., St-Hubert, Qué., and Brazeau Transport Inc., Rouyn, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (strike action terminated February 17, 1975) (LG, April).

Conciliation commissioner appointments. Algoma Central Railway, Sault Ste. Marie, Ont., and Brotherhood of Railway Carmen of the United States and Canada; International Association of Machinists and Aerospace Workers and International Brotherhood of

Boilermakers, Iron Ship Builders, Blacksmiths, Forgers and Helpers (Conciliation Commissioner: George S. P. Ferguson, Q.C.)(LG, April).

The City of Whitehorse, Y.T., and International Union of Operating Engineers, Local 115 (Conciliation Commissioner: John C. Sherlock)(LG, February).

Conciliation commissioner reports received. Algoma Central Railway, Sault Ste. Marie, Ont., and United Transportation Union (T)(Conciliation Commissioner: George S. P. Ferguson, Q.C.)(LG, April).

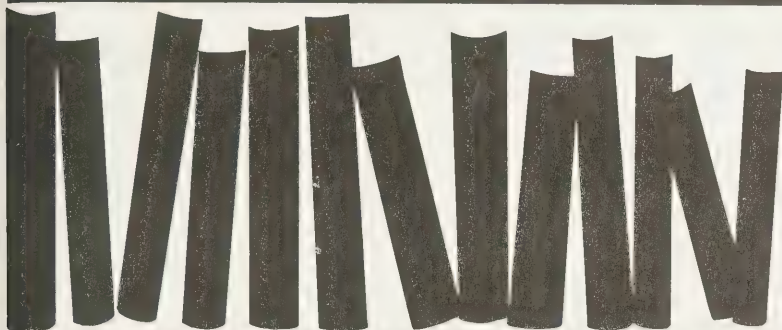
British Columbia Telephone Company, Vancouver, B.C., and Federation of Telephone Workers of British Columbia (representing employees of Traffic, Plant and Clerical

Divisions)(Conciliation Commissioner: Hugh G. Ladner)(LG, April).

Dispute settled in post-conciliation commissioner negotiations. Eastern Telephone and Telegraph Company, Sydney, N.S., and International Brotherhood of Electrical Workers, Local 2096.

Legal strike and/or lockout following conciliation commissioner procedure. Moffat Communications Limited, Vancouver, B.C., and Canadian Union of Public Employees, Broadcast Division (strike action commenced February 1, 1975).

Dispute lapsed following appointment of mediator under Section 195. Q.C.T.V. Ltd., Edmonton. Alta., and International Brotherhood of Electrical Workers, Local 1007 (LG, April).



Additions to the Library

LIST NO. 313

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. Please indicate the publication numeral and the month listed, when requesting loans.

ACCIDENT PREVENTION

1. International Labour Office.

Safety and health in shipbuilding and ship repairing. Geneva, 1974. 260p.

2. International Labour Office.

Sécurité et hygiène dans les travaux du bâtiment et les travaux publics. 1ère édition. Genève, Bureau international du Travail, 1974. 437p.

3. Québec (Province). Ministère du travail et de la main-d'oeuvre.

Direction générale de l'inspection. Code de sécurité pour les travaux de construction. 1er septembre 1974. Québec, Editeur officiel du Québec, 1974. 164p.

BUSINESS

4. Archer, Maurice. An introduction to Canadian business. 2nd ed.

Toronto, McGraw-Hill-Ryerson, 1974. 663p.

COLLECTIVE BARGAINING

5. Perry, Charles R. The labor relations climate and management rights in urban school systems; the case of Philadelphia, by Charles R. Perry and others. Foreword by Herbert R. Northrup. Philadelphia, Industrial Research Unit, Wharton School, University of Pennsylvania Press, 1974. 99p.

COMMERCIAL POLICY

6. Bergsten, Carl Frederick.

Completing the GATT: toward new international rules to govern export controls. Washington, British-North American Committee, 1974. 62p.

ECONOMISTS

7. Sharpe, Myron E. John Kenneth

Galbraith and the lower economics. 2nd ed. White Plains, N.Y., International Arts and Sciences Press, 1974. 125p.

EDUCATIONAL ATTAINMENT— LABOUR ASPECTS

8. Taubman, Paul James. Higher education and earnings; college as an investment and a screening device, by Paul Taubman and Terence Wales. New York, McGraw-Hill, 1974. 302p.

EMPLOYEES—DISMISSAL

9. Tarrant, John J. Getting fired; an American ordeal. New York, Van Nostrand Reinhold, 1974. 218p.

FRINGE BENEFITS

10. Babson, Stanley M. Fringe

benefits—the depreciation, obsolescence, and transience of man; costs, strategies, and trends for financial managers, personnel directors, and general management. New York, Wiley, 1974. 178p.

GOVERNMENT OWNERSHIP

11. Kelf-Cohen, Reuben. British nationalization, 1945-1973. New York, St. Martin's Press, 1973. 288p.

GUARANTEED ANNUAL INCOME

12. Bowler, Marion Kenneth. The Nixon guaranteed income proposal: substance and process in policy change. Cambridge, Mass., Ballinger, 1974. 201p.

13. Income supplements for the working poor; proceedings of a conference on income supplementation, April 8-9, 1974,

Toronto, Ontario. Ottawa, Canadian Council on Social Development, 1974. 159p.

14. U.S. Congress. Joint Economic Committee. Sub-committee on Fiscal Policy. The new supplemental security income program; impact on current benefits and unresolved issues. A staff study prepared by James R. Storey and Irene Cox. Washington, G.P.O., 1973. 449p.

HOURS OF LABOUR

15. Kapp, Bernard. Les horaires libres, par Bernard Kapp et Odile Proust. Paris, Chotard, 1973. 316p.

INCOME

16. Atkinson, Anthony Barnes, comp. Wealth, income and inequality; selected readings. Harmondsworth, Eng., Penguin Education, 1973. 413p.

17. U.S. Bureau of the Census. Family income 1947 to 1971: summarizing twenty-five years of a summary statistic, by Murray S. Weitzman. Washington, G.P.O., 1974. 26p.

INDUSTRIES DISPUTES

18. Construction industry labor relations, 1974. Vincent J. Apruzzese, chairman. New York, Practising Law Institute, 1974. 168p.

INDUSTRIAL RELATIONS

19. Garnett, John W.P.M. The work challenge. Rev. ed. London, Industrial Society, 1974. 100p.

INFLATION

20. Nold, F.C. Essays on monetary aspects of inflation, by F.C. Nold, Jack

L. Carr and John W.L. Winder. Ottawa, Information Canada, 1973. 163p.

INSURANCE, DISABILITY

21. U.S. Congress. House. Committee on Ways and Means. Committee staff report on the disability insurance program. Prepared by the staff of the Committee on Ways and Means for the use of the Committee. Washington, G.P.O., 1974. 447p.

INSURANCE, UNEMPLOYMENT

22. American Enterprise Institute for Public Policy Research. Unemployment compensation: proposed permanent changes. Washington, 1974. 63p.

23. Munts, Raymond. The work disincentive effects of unemployment insurance, by Raymond Munts and Irwin Garfinkel. Kalamazoo, Mich., W.E. Upjohn Institute for Unemployment Research, 1974. 65p.

JOB ANALYSIS AND SPECIFICATION

24. Fine, Sidney A. Functional job analysis; how to standardize task statements, by Sidney A. Fine, Ann M. Holt, Maret F. Hutchinson. Kalamazoo, Mich., W.E. Upjohn Institute for Employment Research, 1974. 31p.

LABOUR HISTORY

25. Cross, Michael Sean, comp. The working man in the nineteenth century. Edited by Michael S. Cross. Toronto, Oxford University Press, 1974. 316p.

LABOUR LITERATURE

26. Palmer, Roy, ed. A touch on the times; songs of social change, 1770-

1914. Harmondsworth, Eng., Penguin Education, 1974. 352p.

LABOUR PARTY (GREAT BRITAIN)

27. Brown, Kenneth Douglas, ed. Essays in anti-labour history; responses to the rise of Labour in Britain. London, Macmillan, c1974. 409p.

LABOUR SUPPLY

28. Da Vanzo, Julie Irene. Estimating labor supply response: a sensitivity analysis, by Julie Da Vanzo, Dennis N. De Tray and David H. Greenberg. Santa Monica, Rand Corp., 1973. 135p.

29. International Labour Office. The woodworking industries and the creation of employment. Geneva, 1974. 58p.

30. Ontario. Ministry of Labour. Research Branch. Some concepts and methodologies in manpower forecasting, prepared by Farid Siddiqui. Toronto, 1974. 47p.

31. Rafferty, John. Health manpower and productivity, the literature and required future research. Lexington, Mass., Lexington Books, 1974. 225p.

32. Sabolo, M. Yves. Les tertiaires; analyse comparative de la croissance de l'emploi dans les activités tertiaires, par Yves Sabolo en collaboration avec J. Gaude et R. Wéry. Genève, Bureau international du Travail, 1974. 238p.

33. U.S. Bureau of Labor Statistics. Occupational supply: concepts and sources of data for manpower analysis. Washington, G.P.O., 1974. 70p.

MANPOWER POLICY

34. Heim, John. The educational production function: implications for

educational manpower policy, by John Heim and Lewis Perl. Ithaca, N.Y., New York State School of Industrial and Labor Relations, Cornell University, 1974. 38p.

MERCHANT MARINE

35. Goss, R.O. The cost of ships' time, by R.O. Goss, assisted by S. Herman, M. Mann and Mrs. S. Webb. London' H.M.S.O., 1974. 45p.

MIGRANT LABOUR

36. Courchene, Thomas Joseph. Migration, income and employment: Canada, 1965-68. Montreal, C.D. Howe Research Institute, 1974. 155p.

MINORITIES

36. Ryan, Joseph, ed. White ethnics: their life in working class America. Englewood Cliffs, N.J., Prentice-Hall, c1973. 184p.

OCCUPATIONS—ENGINEERS

38. Planning Commission for Expanding Minority Opportunities in Engineering. Minorities in engineering; a blueprint for action; summary and principal recommendations. New York, Alfred P. Sloan Foundation, c1974. 42p.

PENSIONS

39. Mercer, William Manson. Mercer handbook of Canadian pension and welfare plans, by Laurence E. Coward. 5th ed. Don Mills, Ont., CCH Canadian Ltd., 1974. 415p.

40. Payette, Michel. Les travailleurs et la gestion des fonds de leurs caisses de retraite. Montréal, Institut de recherche appliquée sur le travail, 1974. 101p.

41. U.S. Office of Labor—Management and Welfare—Pension Reports. Know your pension plan. Washington, G.P.O., 1974. 34p.

PRODUCTIVITY BARGAINING

42. Riach, Peter Andrew. Productivity agreements and Australian wage determination, by P.A. Riach and W.A. Howard. Sydney, John Wiley & Sons, Australasia, 1973. 176p.

PRODUCTIVITY OF LABOUR

43. McBeath, Maurice Gordon. Productivity through people; a practical guide to improvement, by Gordon McBeath. New York, Wiley, 1974. 176p.

PUBLIC WELFARE

44. The family, poverty, and welfare programs; factors influencing family instability; a volume of studies prepared for the use of the Subcommittee on Fiscal Policy of the Joint Economic Committee, Congress of the United States. Washington, G.P.O., 1973. 350p.

RETIREMENT

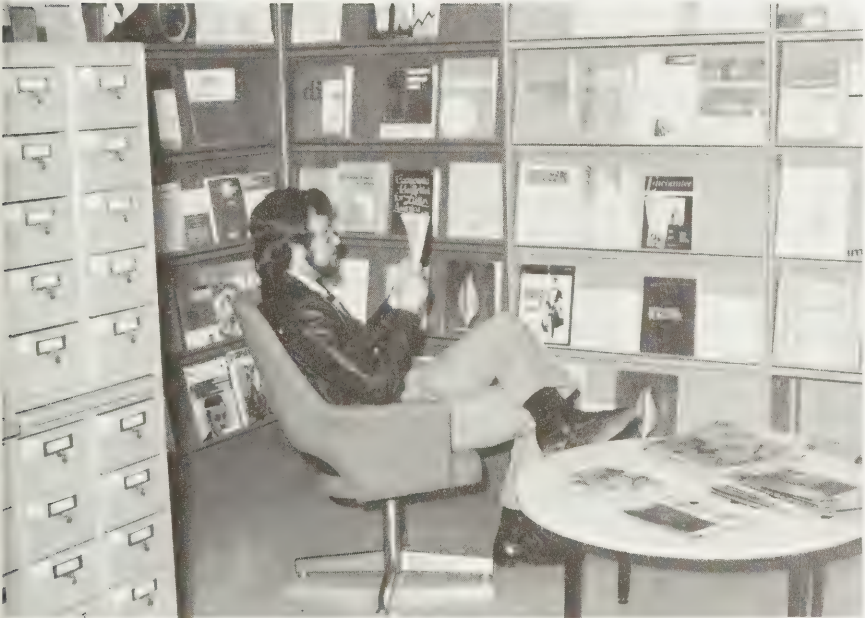
45. Sunshine, John. How to enjoy your retirement. New York, AMACOM, 1974. 164p.

SHOP STEWARDS

46. Marsh, Arthur Ivor. Managers and shop stewards; shopfloor revolution? London, Institute of Personnel Management, 1973. 174p.

SOCIAL SECURITY

47. Canada. Department of National Health and Welfare. Policy and Program Development and Coordination Branch. Social security in Canada. 3d ed. Ottawa, Information Canada, 1974. 90,103p. Titre en français: La sécurité sociale au Canada.



STATUS OF WOMEN

48. Canadian Labour Congress. National Committee on Women's Rights. Report on women's rights. Ottawa, Canadian Labour Congress, 1974. 15p.

49. Gagnon, Mona-Josée. Les femmes vues par le Québec des hommes; 30 ans d'histoire des idéologies, 1940-1970. Montréal, Editions du Jour, 1974. 159p.

50. Houle, Ghislaine. La femme au Québec. Montréal, Bibliothèque nationale du Québec, 1975. 228p.

51. Ross, Susan Deller. The rights of women; the basic ACLU guide to a woman's rights. New York, Discus Books, 1973. 384p.

WAGES AND HOURS

52. Conference Board. Top executive compensation, by Harland Fox. 1974 ed. New York, 1974. 64p.

53. U.S. Bureau of Labor Statistics. Area wage surveys; metropolitan areas, United States and regional summaries, 1971-72. Washington, G.P.O., 1974. 119p.

WELFARE WORK IN INDUSTRY

54. Spiegel, Hans B.C. Not for work alone; services at the workplace. Prepared for Manpower Administration. Springfield, Va., Reproduced by National Technical Information Service, 1974. 204p.

WOMEN

55. Social Research, inc., Chicago. Working-class women in a changing world, a review of research findings. New York, Macfadden Bartell Corp., 1973. 54p.

WOMEN—EMPLOYMENT

56. Michel, Andrée. Activité professionnelle de la femme et vie conjugale. Paris, Editions du Centre

National de la Recherche Scientifique, 1974. 190p.

WORK

57. Clayre, Alasdair. Work and play; ideas and experience of work and leisure. London, Weidenfeld and Nicolson, c1974. 261p.

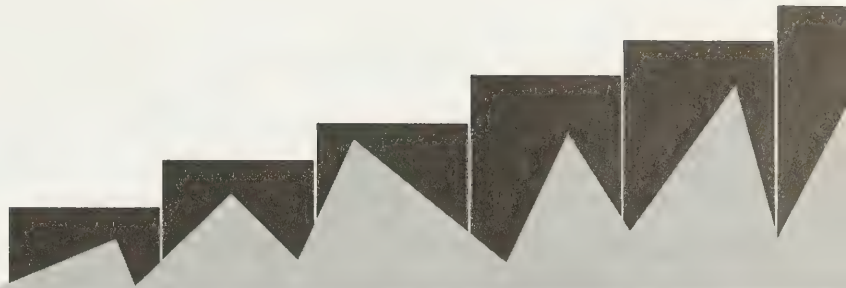
58. New concepts of work; proceedings of a conference sponsored by the Canadian Council on Social Development, March 26-27, 1973. Ottawa, Canadian Council on Social Development, 1974. 145p.

59. Williams, Roger. Tomorrow at work, essays on the future patterns of work and leisure, edited by Roger Williams. London, British Broadcasting Corporation, 1973. 53p.

WORKERS

60. Levison, Andrew. The working-class majority. New York, Coward, McCann & Geohagan, 1974. 319p.

labour statistics



Principal Items	Date	Amount	Percentage Change from			
			Previous Month		Previous Year	
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)				
Week ended February 15, 1975		9,713	+	0.3	+	4.4
Employed	February 1975	8,874	+	0.1	+	2.3
Agriculture	"	397	—	0.3	—	0.8
Non-agriculture	"	8,478	+	0.1	+	2.5
Paid workers	"	7,918	+	0.4	+	2.6
At work 35 hours or more	"	6,860	—	1.3	+	0.4
At work less than 35 hours	"	1,594	+	4.3	+	8.4
Employed but not at work	"	419	+	7.4	+	14.5
Unemployed	"	839	+	2.7	+	32.1
Atlantic	"	117	+	4.5	+	23.1
Quebec	"	286	+	5.5	+	22.7
Ontario	"	261	—	1.1	+	42.6
Prairies	"	68	+	1.5	+	17.2
British Columbia	"	107	+	4.9	+	62.1
Without work and seeking work	"	776	+	5.6	+	32.9
On temporary layoff up to 30 days	"	62	—	24.4	+	21.6
INDUSTRIAL EMPLOYMENT (1961 = 100)†	November 1974	145.0	—	1.0	+	3.4
Manufacturing employment (1961 = 100)†	"	132.6	—	1.7	+	0.2
IMMIGRATION	1st 9 mos. 1974	166,401	—		—	
Destined to the labour force	"	81,655	—		—	
STRIKES AND LOCKOUTS						
Strikes and lockouts	January 1975	183	+	40.8	+	63.4
No. of workers involved	"	44,341	+	74.0	+	83.8
Duration in man days	"	433,110	+	36.6	+	63.5
EARNINGS AND INCOME						
Average weekly earnings (ind. comp.)†	November 1974	187.56	+	0.3	+	13.5
Average hourly earnings (mfg.)†	"	4.66	+	0.4	+	17.5
Average weekly hours paid (mfg.)†	"	39.0	+	0.8	—	2.7
Consumer price index (1961 = 100)	February 1975	178.0	+	0.8	+	11.8
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡ ...	November 1974	138.8	—	1.1	+	1.7
Total labour income (millions of dollars)†	January 1975	6,519.8	—	2.8	+	15.4
INDUSTRIAL PRODUCTION†						
Total (average 1961 = 100)	January 1975	211.2	—	1.9	—	4.9
Manufacturing	"	206.1	—	2.0	—	6.8
Durables	"	234.8	—	5.0	—	9.7
Non-durables	"	183.4	+	1.2	—	3.7
NEW RESIDENTIAL CONSTRUCTION**						
Starts	January 1975	7,133	—		—	47.2
Completions	"	13,276	—		—	21.8
Under construction	"	131,954	—		—	22.9

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS, 1970-75

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-1975

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year			
		Strikes and Lockouts	Workers Involved	Duration in Man-Days	Percentage of Estimated Working Time
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1974:					
January	66	112	24,122	264,860	0.16
February	71	132	44,475	424,270	0.28
March	83	144	51,473	437,630	0.27
April	120	187	66,484	620,510	0.38
May	143	254	96,535	1,398,940	0.80
June	121	226	217,420	2,025,650	1.24
July	130	236	107,848	1,021,110	0.55
August	120	241	73,157	858,910	0.47
September	95	229	67,085	718,070	0.45
October	95	210	63,418	686,480	0.39
November	95	203	77,474	481,580	0.30
December	31	130	25,478	317,110	0.20
*1975					
January	107	183	44,341	433,110	0.25

* Preliminary.

STRIKES AND LOCKOUTS, JANUARY, 1975, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes During Lock-outs	Workers Involved	Man-Days
Forestry.....	2	2	475	4,350
Fishing.....	1	1	800	17,600
Mines.....	4	5	791	11,380
Manufacturing.....	41	91	16,367	177,880
Construction.....	8	12	4,419	43,390
Transpn. & utilities.....	9	17	9,624	86,450
Trade.....	7	10	755	8,990
Finance.....	-	-	-	-
Service.....	23	33	9,061	66,940
Public administration.....	12	12	2,049	16,130
All industries.....	107	183	44,341	433,110

STRIKES AND LOCKOUTS, JANUARY, 1975, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland.....	9	9	1,935	20,220
Prince Edward Island.....	-	-	-	-
Nova Scotia.....	10	11	1,992	9,250
New Brunswick.....	3	4	1,296	5,200
Quebec.....	37	66	17,208	217,200
Ontario.....	26	48	9,814	83,730
Manitoba.....	3	6	791	11,870
Saskatchewan.....	3	6	1,401	6,940
Alberta.....	3	5	2,355	14,190
British Columbia.....	10	23	4,257	29,200
Federal.....	3	5	3,292	35,310
All jurisdictions.....	107	183	44,341	433,110

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1975 (PRELIMINARY)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location			January	Accumulated	Termination Date	Result	
Forestry							
Kruger Ltée, La Relique, Qué.	Fed'n of Pulp & Paper Wrks (CNTU)	225	1,350	1,350	Jan. 10 Jan. 20	Work schedule & cost-of-living adjustment— Return of workers.	
Société Forestière Domtar Ltée, Dolbeau, Qué.	Woodworkers Fed'n (Ind.)	250	3,000	3,000	Jan. 16	Sympathy strike—	
Fishing							
Six fish companies, Various locations, Nfld.	Food Workers (AFL-CIO/CLC)	800	17,600	17,600		Wages; implementation of conciliation report.	
Mines							
METAL MINES							
Les Mines, Patino du Québec, Chibougamau, Qué.	Steelworkers loc 5914 (AFL-CIO/CLC)	410	9,080	21,970	Nov. 18	Wages, cost-of-living clause—	
NON-METAL MINES							
Canadian Rock Salt Co. Ltd, Pugwash, N.S.	Oil Workers loc 9-823 (AFL-CIO/CLC)	150	600	600	Jan. 21 Jan. 27	Wages, COLA clause, grievances— Return of workers under Cease and Desist Order.	
Manufacturing							
FOOD & BEVERAGES							
Boulangerie Christie Ltée, Montréal, Qué.	Bakery Workers loc 55 (AFL-CIO/CLC)	180	1,620	14,220	Sep. 20 Jan. 15	Firing of two employees— Company closed.	
*Robin Hood flour mill, Montréal, Qué.	Commerce Fed'n (CNTU)	125	1,500	5,000	Nov. 20 Jan. 20	Cost-of-living adjustment, grievances— Not reported.	
Carling O'Keefe, Vancouver B.C.	Brewery Wkrs loc 300 (AFL-CIO/CLC)	250	2,250	3,000	Dec. 27 Jan. 15	Protesting lay-offs— Return of workers.	
RUBBER							
Canadian Technical Tape, Montréal, Qué.	Fed'n of Paper Workers (CNTU)	180	3,960	16,560	Sept. 20	Wages, cost-of-living escalator clause, voluntary overtime—	
TEXTILES							
Hubbard Dyers Ltd., Montréal, Qué.	(CNTU)	270	2,320	13,120	Nov. 4 Jan. 14	Wages & fringe benefits— Not reported.	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1975 (PRELIMINARY) (CONT'D)

Industry			Duration in Man-days		Starting Date	
Employer		Workers Involved			Termination Date	Major Issues
Location	Union		January	Accu- mulated		Result
Dominion Dyeing & Printing Ltd., Drummondville, Qué.	(CSD)	324	970	970	Jan. 28	Job jurisdiction & overtime—
Knitting Mills						
Penman's Ltd, Ste. Hyacinthe, Qué.	Textile Federation (CNTU)	330	7,260	55,770	May 31	Wages—
WOOD						
George Burchill & Sons (Plywood Ltd) Nelson, Miramichi, N.B.	Woodworkers loc 2-306 (AFL-CIO/CLC)	120	600	600	Jan. 14 Jan. 21	Cost-of-living adjustment— Settled by mutual agreement
Saskatchewan Forest Products, Hudson Bay, Sask	Canadian Paperworkers (CLC)	105	210	210	Jan. 27 Jan. 29	Interpretation of contract— Return of workers
PAPER						
Papeterie Canadienne, Joliette, Qué.	Communication Workers Fed'n (CNTU)	180	1,800	24,480	July 3 Jan. 16	Wages & fringe benefits— Settled by mutual agreement
Sonoco Products Ltd, Terrebonne Qué.	Fed'n of Paper Workers (CNTU)	116	2,420	11,110	Sep. 9	Seniority, cost-of-living adjustment—
Fibrecan Inc., Chomedey, Qué.	Woodworkers loc 2-279 (AFL/CIO/CLC)	140	1,120	3,060	Dec. 10 Jan. 14	Wages & fringe benefits— Not reported
Rayonnier-Québec (ITT), Port-Cartier, Qué.	Canadian Paperworkers loc 1125 (CLC)	225	4,050	4,050	Jan. 8	Suspension of some workers—
PRIMARY METAL						
Maritime Steel and Foundries Ltd, New Glasgow, N.S.	Steelworkers loc 3172 (AFL-CIO/CLC)	110	280	280	Jan. 2 Jan. 7	Safety conditions— Return of workers pending resolution of grievance
Steel Company of Canada, Hamilton, Ont.	Steelworkers loc 1005 (AFL-CIO/CLC)	800	800	800	Jan. 3 Jan. 4	Firing of three employees— Return of workers
Union Carbide, Beauharnois, Qué.	Steelworkers loc 5987 (AFL-CIO/CLC)	450	3,950	3,950	Jan. 19	Working conditions, interpretation of contract—
METAL FABRICATING						
Québec Wires, Trois-Rivières, Qué.	Steelworkers loc 7092 (AFL-CIO/CLC)	125	2,750	4,000	Dec. 16	Employees locked-out—
Paragon Tools, Windsor, Ont.	Auto Workers loc 195 (CLC)	119	1,900	1,900	Jan. 10	Not reported—
Great West Steel Industries Ltd, Mississauga, Ont.	Steelworkers loc 4515 (AFL-CIO/CLC)	220	1,100	1,100	Jan. 13 Jan. 20	Not reported— Settled by mutual agreement

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location				January	Accu- mulated	Termination Date	
MACHINERY							
	Canadian Tyler Refrigeration Ltd, Barrie, Ont.	Steelworkers loc 6585 (AFL-CIO/CLC)	150	900	6,750	Nov. 3 Jan. 10	Contract issues— Plant closed
	Hamilton Gear and Machine Co., Toronto, Ont.	Moulders loc 28 (AFL-CIO/CLC)	134	1,740	1,740	Jan. 15	Wages & fringe benefits—
	Gearmatic Co. Ltd, Surrey, B.C.	Steelworkers (AFL-CIO/CLC)	170	850	850	Jan. 27	Respecting picket lines—
	Dominion Engineering Works Ltd, Lachine, Qué.	Machinists loc 1660 & 2505 (AFL-CIO/CLC)	1,300	1,300	1,300	Jan. 31	Cost-of-living adjustment—
TRANSPORTATION EQUIPMENT							
	United Aircraft of Canada Ltd, Longueuil, Qué.	Auto Workers loc 510 (CLC)	1,200	26,400	587,400	Jan. 7 1974	Union security, wages, cost-of-living clause—
	Flyer Industries Ltd, Winnipeg, Man.	Can. Assoc. of Industrial Mechanical Workers (CCU)	500	8,500	39,000	Oct. 1 Jan. 27	Wages & union jurisdiction— Settled through conciliation, wage increases
	Bricklin (Canada)Ltd Saint John, N.B.	Auto Workers loc 1896 (CLC)	250	500	500	Jan. 9 Jan. 13	Firing of some employees— Dispute settled
ELECTRICAL PRODUCTS							
	C.P. Clare Canada, Weston, Ont.	UE loc 518 (CLC)	275	6,050	15,400	Nov. 11	Wages & fringe benefits—
	Electrolux Canada Ltd, Pointe-Claire Qué.	Steelworkers loc 6608 (AFL-CIO/CLC)	520	1,040	16,640	Nov. 18 Jan. 6	Wages & fringe benefits— Return of workers
	Rotor Electric Co. Ltd, Concord, Ont.	Steelworkers loc 697 (AFL-CIO/CLC)	225	2,030	2,030	Jan. 21	Wages & fringe benefits—
	Leviton Manufacturing of Canada Ltd, Montreal Qué.	Steelworkers loc 15510 (AFL-CIO/CLC)	300	300	300	Jan. 31	Wages—
NON-METALLIC MINERAL PRODUCTS							
	Fiberglass Canada Ltd, Candiatic, Qué.	Oil Workers loc 9821 (AFL-CIO/CLC)	275	4,320	11,750	Nov. 21 Jan. 23	Contract issues— Settled through conciliation; wage increases
	Consumers Glass, Candiatic, Qué.	United Glass Workers loc 250 (AFL-CIO/CLC)	407	2,330	2,330	Jan. 24	Wages, COLA clause—
	Consumers Glass Co. Ltd, Lavington, B.C.	United Glass Workers loc 257 (AFL-CIO/CLC)	340	680	680	Jan. 30	Wages, fringe benefits, grievances—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				January	Accumulated	Termination Date	
Location							Result
PETROLEUM & COAL							
PRODUCTS Montréal, Qué.	Texaco Canada Ltd.	Oil Workers loc 9-618 (AFL-CIO/CLC)	317	6,410	6,410	Jan. 3	Cost-of-living adjustment—
	Petrofina Canada Ltée., Montreal, Qué.	United Oil Workers loc 3 (CCU)	260	3,120	3,120	Jan. 4 Jan. 20	Cost-of-living adjustment— Wage increases
	BP Refinery Canada Ltd, Ville d'Anjou, Qué.	Oil Workers loc 9-745 (AFL-CIO/CLC)	123	2,110	2,110	Jan. 4 Jan. 28	Cost-of-living adjustment— Wage increases
	Union Carbide, Montreal, Qué.	United Oil workers (CCU)	265	2,120	2,120	Jan. 7 Jan. 17	Cost-of-living adjustment— Wage increases
	Shell Canada Ltée, Montréal, Qué.	United Oil workers loc 1 (CCU)	470	3,760	3,760	Jan. 7 Jan. 17	Cost-of-living adjustment— Wage increases
	BP Refinery Canada, Oakville, Ont.	Oil Workers loc-9-593 (AFL-CIO/CLC)	130	130	130	Jan. 7 Jan. 8	Cost-of-living adjustment— Return of workers
	Texaco Canada Ltd, Toronto, Ont.	Oil Workers loc 9-599 (AFL-CIO/CLC)	300	1,200	1,200	Jan. 7 Jan. 12	Cost-of-living adjustment— Return of workers
	Gulf Oil Canada, Mississauga, Ont.	Oil Workers loc 9-593 (AFL-CIO/CLC)	350	350	350	Jan. 7 Jan. 8	Cost-of-living adjustment— Return of workers
CHEMICAL PRODUCTS							
	Rexall Drug Co. Ltd, Mississauga, Ont.	Chemical Workers loc 279 (AFL-CIO-CLC)	153	3,370	10,100	Oct. 28	Not reported—
	Colgate-Palmolive Ltd, Toronto, Ont.	Chemical Workers loc 809 (AFL-CIO/CLC)	330	3,960	3,960	Jan. 16	Wages & fringe benefits—
	Cyanamid of Canada, Saint-Jean, Qué.	Chemical Workers loc 449 (AFL-CIO/CLC)	254	2,290	2,290	Jan. 21	Wages—

Trade

WHOLESALE

International Harvester Co. (Parts. Dept.), Burlington, Ont.	Auto Workers loc 398 (CLC)	150	3,300	12,150	Oct. 4	Wages—
Eight fuel oil companies, Toronto, Ont.	Teamsters loc 352 (Ind.)	308	920	920	Jan. 13 Jan. 16	Wages— Wage increases

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location				January	Accu- mulated	Termination Date	
Construction							
Construction Labour Relations Assoc. Various locations B.C.	Boilermakers loc 359 (AFL-CIO/CLC)	400	3,600	15,600	Nov. 18 Jan. 15	Wages— Wage increases	
Montreal Construction, Assoc., Montreal, Qué.	Structural Iron Workers loc 823 (AFL-CIO/CLC)	1,200	16,800	38,400	Nov. 27 Jan. 22	Cost-of-living adjustment— Wage increases	
Association des constructeurs de routes et grands travaux du Québec, Province-wide, Qué.	Fraternité provinciale des ouvriers en électricité loc 1675 & 1676 (CLC dir. chartered)	1,200	12,000	12,000	Jan. 6 Jan. 20	Wages— Wage increases	
Montreal Construction, Association, Montreal, Qué.	Carpenters loc 2182 (AFL-CIO/CLC)	270	2,970	2,970	Jan. 8 Jan. 23	Reduction in hours— Return of workers	
Canatom Mon Max Ltd, Glance Bay, N.S.	Various Trade Unions	1,200	7,200	7,200	Jan. 22 Jan. 30	Respecting picket lines of Boilermakers loc 73— Return of workers under Cease and Desist order	

Transportation & Utilities

TRANSPORTATION

British Columbia Railway Co., Various locations B.C.	Five Unions	550	2,360	18,470	Nov. 21 Jan. 7	Wages & union jurisdiction— Wage increases
Johnston Terminals and Storage Ltd, Vancouver Island & Lower mainland, B.C.	Teamsters loc 31 & 213 (Ind.)	1,200	7,400	7,400	Jan. 2 Jan. 11	Suspension of two employees— Not reported
*Four Trucking Firms Various locations, Qué.	Teamsters loc 106 (Ind.)	700	14,000	14,000	Jan. 6	Wages—
Assoc. du camionnage du Québec Inc., Various locations, Qué.	Teamsters loc 106 (Inc.)	2,500	42,500	42,500	Jan. 6 Jan. 29	Wages— Wage increases
Autobus acolaires, rég. Chicoutimi (16 companies), Chicoutimi, Qué.	Public Service Fed'n (CNTU)	160	160	1,600	Jan. 20	Wages & fringe benefits—
*CNR Various locations in Canada.	Locomotive Engineers, various locals (Ind.)	1,787	8,750	8,750	Jan. 22	Wages—
Les Autobus Gaudreault Inc., Joliette, Qué.	(CNTU)	107	210	210	Jan. 30	Wages, seniority—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					January	Accu- mulated	Termination Date	Result
COMMUNICATIONS								
Newfoundland Tel. Co., Various locations, Nfld.	IBEW loc 1615 (AFL-CIO/CLC)			470	470	470	Jan. 21 Jan. 22	Cost-of-living adjustment— Return of workers pending discussions
POWER GAS & WATER								
N.B. Electric Power Commission, Various locations, N.B.	IBEW loc 1733 (AFL-CIO/CLC)			850	2,430	2,430	Jan. 6 Jan. 10	Wages, contracting out of maintenance work— Return of workers under court injunction
Saskatchewan Power Corp., Various locations, Sask.	IBEW loc 2067 (AFL-CIO/CLC)			1,100	2,750	2,750	Jan. 11	Demands for new contract— Return of workers

Services

EDUCATION

Windsor Board of Education, Windsor Ont.	Ontario secondary School Teachers Fed'n (Ind.)			661	4,000	20,530	Nov. 19 Jan. 10	Wages— Wage increases, COLA clause
Lakehead Board of Education, Thunder Bay, Ont.	Ontario secondary School Teachers Fed'n (Ind.)			554	12,190	25,490	Nov. 26	Wages & fringe benefits— Wage increases & COLA clause
Wellington Country Separate School Board, Guelph, Ont.	Ontario English Catholic Teachers' Assoc.			222	1,110	1,110	Jan. 6 Jan. 13	Wages— Wage increases
Durham Separate School Board, Oshawa Ont.	Ontario English Catholic Teachers' Assoc.			327	330	330	Jan. 6 Jan. 7	Wages— Wage increases
London-Middlesex Separate School Board, London Ont.	Ontario English Catholic Teachers' Assoc.			400	2,000	2,000	Jan. 6 Jan. 13	Wages— Wage increase
Carleton Roman Catholic School Board, Ottawa, Ont.	Ontario English Catholic Teachers' Assoc.			750	11,250	11,250	Jan. 6 Jan. 27	Wages— Wage increases
Sudbury Separate School Board, Sudbury, Ontario.	Ontario English Catholic Teachers' Assoc.			896	4,480	4,480	Jan. 6 Jan. 13	Wages— Wage increases

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1975 (PRELIMINARY) (CONT'D)

Industry			Duration in Man-days		Starting Date	
Employer						Major Issues
Location	Union	Workers Involved	January	Accu- mulated	Termination Date	Result
Ottawa Separate School Board, Ottawa Ontario	Ontario English Catholic Teachers' Assoc.	1,200	6,000	6,000	Jan. 6 Jan. 13	Wages— Wage increases
Alberni Valley School District, Port Alberni, B.C.	Public Employees loc 727 (CLC)	125	380	380	Jan. 6 Jan. 9	Not reported— Not reported
Collège de Sherbrooke, Sherbrooke, Qué.	Teachers' Fed'n (CNTU)	350	3,150	3,150	Jan. 7 Jan. 20	Suspension of one teacher— Teacher re-instated
University of Calgary, Calgary, Alberta	Civil Service Assoc. of Alberta loc 36 & 63 (CLC)	1,100	3,300	3,300	Jan. 9 Jan. 14	Cost-of-living adjustment— Settled by court ruling
Nanaimo School District, Nanaimo, B.C.	Public Employees loc 606 (CLC)	175	700	700	Jan. 21 Jan. 27	Job security— Not reported
Calgary School District # 19, Calgary, Alberta	Public Employees loc 40 (CLC)	838	2,510	2,510	Jan. 29	Wages, hours of work and other issues—

HEALTH & WELFARE

Norwood Auxiliary Hospital Dr. A McGugan Nursing Home, Edmonton, Alberta	Public Employees loc 1158 (CLC)	300	6,600	15,810	Nov. 19	Wage increase to non-union workers—
Hôpital du Sacré- Cœur, Hull, Qué.	Service Federation (CNTU)	288	1,010	1,010	Jan. 28	Week end work—
Thompson General Hospital, Thompson, Man.	Retail Wholesale Union, loc 832 (AFL-CIO/CLC)	130	520	520	Jan. 28	Grievances—
Victoria General Hospital, N.S. Pathological Institute, Halifax, N.S.	N.S. Government Employees Assoc. (Ind.)	160	160	160	Jan. 30	Wages—

Public Administration

FEDERAL ADMINISTRATION

*Royal Canadian Mint Ottawa (Ont.) Hull (Qué.) & Winnipeg (Man.)	Public Service Alliance (CLC)	650	10,400	10,400	Jan. 9	Wages, COLA clause—
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LOCAL ADMINISTRATION

City of Sydney Sydney, N.S.	Public Employees Loc 759 (CLC)	110	110	110	Jan. 6 Jan. 8	Suspension of one employee— Settled by mutual agreement
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STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1975 (PRELIMINARY) (CONCI

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
			January	Accu- mulated	Termination Date	
Location	Union					Result
City of St. John's St. John's, Nfld	Public Employees loc 569 (CLC)	500	1,000	1,000	Jan. 13 Jan. 15	Respecting picket lines of Public Employees loc 1289— Return of workers when loc 1289 returned
City of Victoria, Victoria, B.C.	Public Employees loc 388 (CLC)	250	1,250	1,250	Jan. 27	Respecting picket lines set up by CUPE loc 50—
City of Victoria, Victoria, B.C.	Public Employees loc 50 (CLC)	280	1,400	1,400	Jan. 27	Wages—

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

ECONOMICS AND RESEARCH BRANCH

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1973.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. Price 75 cents. Cat. No. L2-1/1972.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. Bilingual. Cat. No. L2-557.

Working Conditions in Canadian Industry, 1972. (Bilingual). Price \$2.00. Cat. No. L2-15/1972.

Measuring the Quality of Working Life. Proceedings of a symposium on social indicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H. Portugal. Price \$4.00. Cat. No. L41-13/1974.

Productivity, Costs and Prices. An examination of trends in selected manufacturing industries, by Allan A. Porter, 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

WOMEN'S BUREAU

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Women's Bureau '70. Papers dealing with discriminatory provisions in legislation and discriminatory practices in conditions of employment; discriminatory practices in academic appointments of women in Canadian universities; and a consideration of the status of the housewife with reference to the labour force. (Bilingual). Free.

Women's Bureau '71. Papers dealing with statistical data on working women; need for perseverance in rectifying injustices affecting working women; actions taken as a result of the Report of the Royal Commission on the Status of Women; and two international agencies with which the Women's Bureau is closely associated (Bilingual). Free.

Women's Bureau '72. Papers dealing with union responsibility for equal opportunity for women; occupational segregation in the health professions; past setbacks in achieving equality; the double jeopardy of socially disadvantaged women. And two communications with the press. (Bilingual). Free.

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. Free.

Conventions and Laws Relating To Working Women (Bilingual). Free.

LEGISLATIVE RESEARCH BRANCH

Labour Relations Legislation in Canada. A comparative study of the federal and provincial Labour Relations Acts in Canada as they existed at the end of 1968. (A separate reprint is available free on request). Price \$3.50. Cat. No. L34-2069.

Labour Standards in Canada. Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.00. Cat. No. 12-7/1973.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

ACCIDENT PREVENTION AND COMPENSATION BRANCH

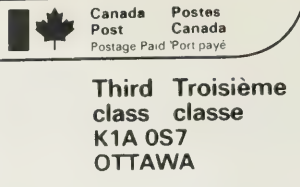
Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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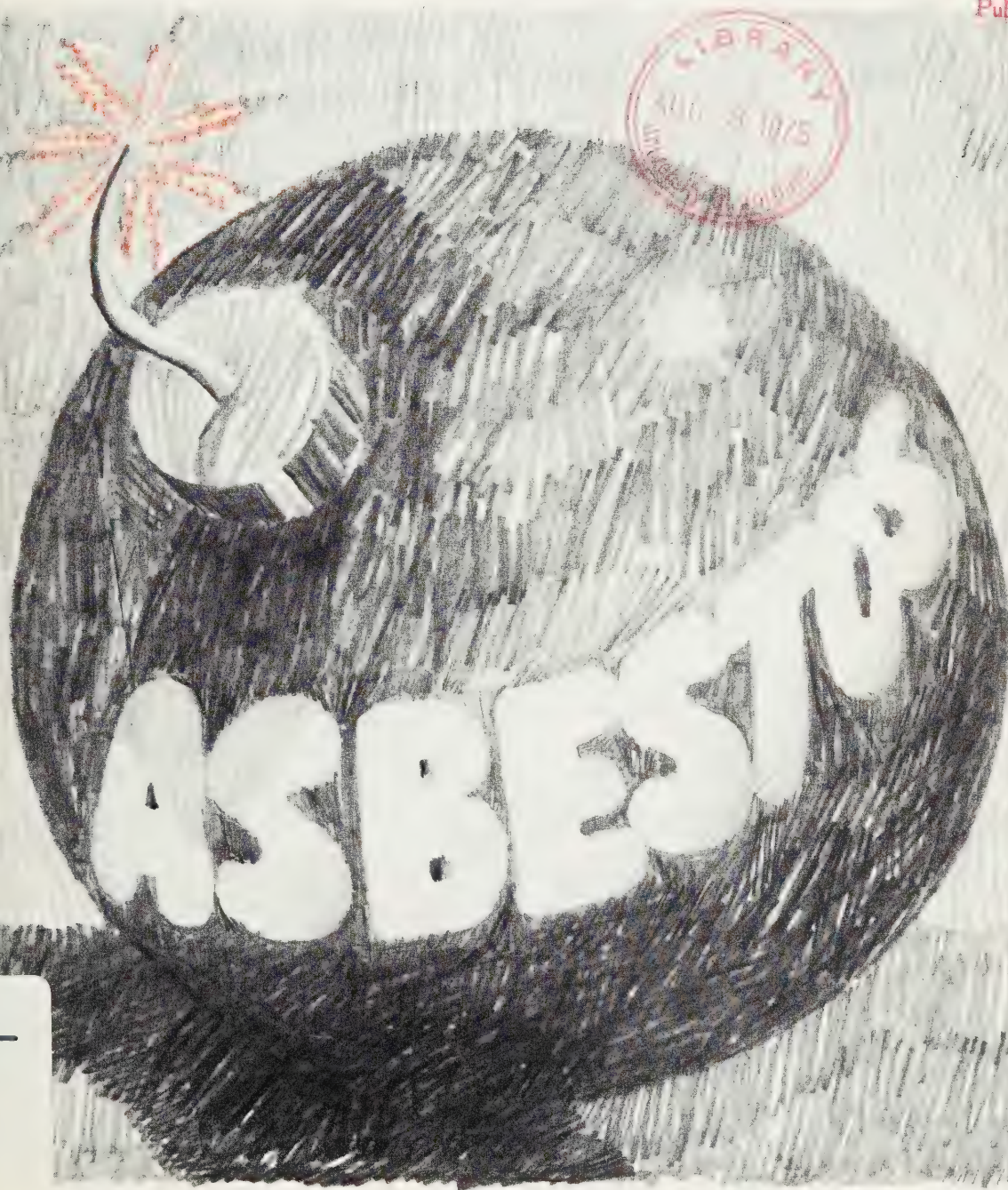
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the labour gazette

june 1975

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Monthly Journal Canada Department of Labour

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THE LABOUR GAZETTE and LA GAZETTE DU TRAVAIL are published monthly by the Canada Department of Labour, Public Relations Branch.

CORRESPONDENCE — Address letters dealing with editorial matters to the Editor, The Labour Gazette, 340 Laurier Ave. W., Ottawa K1A 0J2.

SUBSCRIPTIONS — Canada: \$5 a year, single copies 60 cents; all other countries: \$7 a year, single copies 75 cents. Send remittance by cheque or post office money order, payable to the Receiver General of Canada, to Information Canada, Publishing Division, Ottawa K1A 0S9.

CHANGE OF ADDRESS — Send the new address, together with the previous address label, to Information Canada, Publishing Division, Ottawa K1A 0S9.

INDEXED IN: Canadian Periodical Index, Index to Canadian Legal Periodical Literature, Public Affairs Information Service Bulletin, and Work Related Abstracts.



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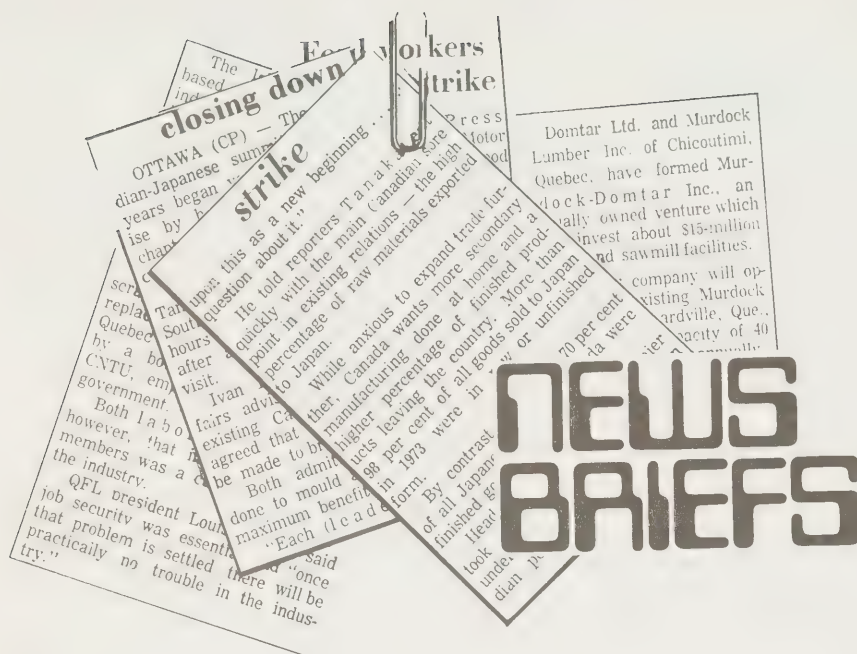
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Labour's Response To Turner Proposals

CLC. Ranking leaders of unions affiliated with the Canadian Labour Congress said they would adopt an anti-inflation program only if it involved a redistribution of income and "equality of sacrifice among all forms of income and profit."

That was the consensus of 65 top officers, representing 90 per cent of the 1,900,000 members of CLC affiliates, who met in Toronto May 7 to consider their response to Finance Minister Turner's proposals for combatting inflation through voluntary restraints.

"The net result of Turner's proposals would be to establish a ceiling on wages while leaving all other forms of income unrestrained," said a statement, prepared by the CLC's executive council and adopted at the Toronto meeting.

The statement said the CLC was prepared to continue its discussions

with the Government but only if they included consideration of eight measures without which "no program can be considered acceptable:"

- a "major step" to improve the supply of housing; regulation of rents;
- an active program to curb land speculation;
- regulation of oil and gas prices;
- a negative income tax and some form of tax credit to protect low-income people;
- full employment policies;
- "positive evidence" that professional fees would be controlled;
- an increase in old-age pensions;
- a "definite guarantee" that any tax concessions made to corporations would be used for investment purposes to create jobs "and not end up in the payment of higher dividends".

The CLC said also that the program must include principles enunciated in a statement by Turner that the Congress received April 4. It quoted the minister as saying the proposals must be equitable, which implied that all groups in society "are asked to accept an obligation to behave in a manner consistent with the objective: that those who have been left behind in the recent period have an opportunity to catch up and that those earning lower incomes should be given somewhat more leeway than those earning higher incomes."

Business leaders are reported to have "certain reservations" about federal plans for voluntary wage and price restraints.

Steelworkers. Federal proposals to combat inflation by voluntary economic restraints were rejected unanimously by the 450 delegates to the Canadian policy conference of the United Steelworkers of America.

The delegates also concurred unanimously with the stand taken by 65 ranking officers of affiliated unions of the Canadian Labour Congress that the only acceptable policy would have to involve a redistribution of income and equality of sacrifice among all forms of income and profits.

William Mahoney, the union's Canadian director, said "old-party politicians and corporations" were trying to make labour the inflation scapegoat to draw public attention away from the "sky-high profits" of mining and petroleum companies, banks and chain stores.

And Ed Broadbent, parliamentary leader of the New Democratic Party, predicted that the restraint proposals would collapse totally in the weeks ahead, and that the federal Government would then make even stronger efforts to blame labour.

The conference adopted a policy statement on inflation that said there

was overwhelming evidence that whenever wage and price controls were tried they were followed by "wage and price" explosions when they were finally lifted.

The Steelworkers are negotiating contracts for 90,000 of their 188,000 members in Canada this year, including 15,000 who work for the Steel Company of Canada and 13,500 employees of International Nickel. There was no suggestion of restraint in the policy statement on bargaining objectives.

"Settlements in the coming year must not only catch up with the losses of the last two years and protect those gains against future cost of living increases through the use of COLA clauses, but must also provide workers with an equitable share of the growth in the national income and productivity that has already occurred."

The conference was held May 8-9 in Toronto, opening the day after the

ranking officers of CLC affiliates had met in the same city to decide on their response to the federal proposals.

Canada's Strike Record

Statistics published by the International Labour Organization indicate that Canada's strike record compares unfavourably with those of other industrial countries, and more particularly with those of her major trading partners. In terms of the usual measure employed in making international comparisons, strike days lost per 1,000 persons employed in mining, manufacturing, construction and transport, Canada's record for the period 1964-1973 was worse than that of the United States, France, West Germany, Japan, and Britain. Canada's only significant trading partner with a worse record was Italy.

Last year, Canada lost 9.3 million man-days through industrial disputes, an increase of 62 per cent over 1973. In fact, 1974 turned out to be

Canada's worst year ever for industrial strife.

The ILO regularly publishes strike statistics on eighteen countries, although for purposes of comparison press reports usually select Canada's six major trading partners. The conclusion that Canada has the worst strike record of any major country apart from Italy is based upon an average for all eighteen countries covering the ten-year period 1964 to 1973.

The average is considered to be the most satisfactory indicator because it avoids the risk of basing conclusions on only one year's results, which may be far from representative. For example, considering 1973 in isolation leads to the conclusion that Denmark's strike record is twice as bad as Canada's. In that year she lost more than twice as many strike days per thousand workers as Canada. This conclusion, however, completely ignores the evidence of the previous nine years during which Canada lost, on average, fifteen times as many strike days per thousand workers as Denmark. A detailed examination of the pattern of strikes in Denmark in 1973 shows that year to have been completely atypical.

It should be borne in mind that strike statistics do not include man-days lost as a result of layoffs caused by strikes. The statistics are therefore not necessarily a good indication of the extent of industrial disruption caused by strike activity. Moreover, methods of compiling strike statistics may vary among the countries listed by the ILO.

Productivity Lags

Statistics Canada measurements show that Canada lagged on the productivity front in 1973.

Output per man-hour for all commercial industries increased by only 2.4 per cent, the smallest annual

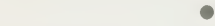
John Collins



increase since 1967. The average annual rate of growth was 4.3 per cent in the 1961-73 period.

Unit labour cost increased by 4.7 per cent in 1973, reflecting a 12.3 per cent increase in labour compensation and a 7.2 per cent increase in output.

In the manufacturing industries, output per man-hour increased by 2.1 per cent in 1973 while unit labour cost rose by 4.4 per cent.



Executive Job Openings

Openings for executives and accountants, engineers, scientists and other professional workers declined by 17 per cent in Canada during the first quarter, and at the end of March, they were down 20 per cent from March 1974, the Technical Service Council says. The council is a non-profit placement and consulting firm financed by 525 companies.

It says the Prairies and the Atlantic provinces are the only areas in which professional and executive job openings have not been reduced by the slowdown in the economy. The council blames reduced activity and layoffs in the auto, textile, furniture, home entertainment, appliance and mining industries.

It says the demand for professionals is expected to fluctuate close to the present level for the rest of the year. Anticipated capital spending by Canadian industry of \$23.4 billion dollars should, however, buoy up demand for engineers, designers and draftsmen.



Effectiveness Exaggerated

The Canadian Council on Social Development says government statistics exaggerate the effectiveness of Canada's manpower programs.

In a submission to the Senate Standing Committee on National Finance (Manpower Programs), the Council said some statistics—such as the amounts spent on training programs, job creation or regional development—suggest that the Government is doing an admirable job. Closer analysis, however, produces a less favorable conclusion. It shows that for many people these expenditures are not producing any basic improvements in the employment scene.

For example, government figures that claim Canada compares favorably with other countries in terms of training expenditures as a percentage of gross domestic product are deceptive. It was 0.37 per cent of the gross domestic product in 1972, close to Sweden's 0.43, but because Sweden had a much lower rate of unemployment, "Canada lagged badly in terms of expenditure per unemployed person."

The brief said Canada's expenditures on training "have often functioned as income maintenance schemes for seasonal workers rather than as preparation of people for new jobs."

Canada Manpower Centres claimed they led those in the United States, Sweden, France and West Germany in placements as a percentage of the labour force, and that every year they fill 25 to 30 per cent of all job openings. But the Council asserted:

"These figures suggest an alarmingly high rate of turnover in the Canadian labour force. Rather than reflecting a healthy dynamism, we take this as evidence of a malaise in the Canadian employment picture. It illustrates that there are a lot of poor jobs in Canada."

The brief added: "If jobs are not readily available, mobility programs will merely spread unemployment around."



Must Restructure Work

The Canadian work environment is in trouble, John Carson, chairman of the Public Service Commission of Canada, told the annual conference of the Industrial Relations Management Association of British Columbia. Management must restructure work to deal with what he calls the "malaise of workers".

"Workers are no longer content to carry on tasks that have little or no intrinsic value to them, to be remote from the decisions that affect their labours, to be the subject of controls that appear arbitrary and unfair to them, or to be always told, never asked, what to do."

Carson said that if the current trend toward increased industrial strife is to be reversed, "management must consider ways in which it can serve the workers and not the other way around."

He suggested a "distress centre" to which companies could turn for help. "A non-partisan, multi-disciplined centre, perhaps funded jointly by governments, industries and associations such as the IRMA, could help foster the need for, and speed the experimentation with, the rethinking of our work values," he said.

He also described the personnel administrator as an "endangered" species unless he makes himself a catalyst in restructuring work in his own organization.

Carson gave three principles for this restructuring:

- The task assigned to a group of workers must be a whole task, one with which the workers can identify: "Whether it is assembling toasters or putting out an annual report, there needs to be some tangible thing, or service, that the group can point to and say, 'We did it'."



Carson

- The group should be relatively self-regulating, even in deciding how a job should be done and the time and tools needed.

- The work community's relationship with the surrounding world is important. The group should have available whatever information it needs to structure, design or execute the job, as well as guidance in learning from its own mistakes. This means also that management must be willing to relax many "normal" bureaucratic controls, and that unions must at times be flexible.

Carson warned against seeking easy, sure-fire solutions to all problems: "Stop looking for guarantees of universal success," he said, adding: "Don't assume that you'll be able to retain the traditional paternalistic decision and control authority. We'll have to open our minds and our hearts and maybe even our pocketbooks. And maybe, just maybe, we'll reap rewards we've never even dreamed about."

Wilf List, the labour reporter for the *Toronto Globe and Mail*, told the conference that newspapers may be the most effective way for both unions

and management to present their case to the workers and the people who might influence them.

He called for less secrecy in labour negotiations: "If a fair appraisal is not made available to the news media by leaders of union and management bargaining teams, the result can be speculation and spawning of unwarranted fears."

Paul Weiler, chairman of the B.C. Labour Relations Board, clarified board policy for the participants. It was the Board's view, he said, that the provincial labour code required that the employer adopt a "neutral stance" regarding union representation. "An employer is not entitled to engage in an active campaign for the affection and support of its employees against the union, no matter how carefully it avoids any threats or intimidation."

Weiler suggested that in the face of wildcat strikes or illegal picketing, the Board would not turn itself into an "injunction mill."

"Undeniably such work stoppages are a harmful and unacceptable tactic during the term of a collective agreement. But it is equally true there are reasons inherent in a collective bargaining relationship that employees take this action, which not only inflicts damage on their employers but causes a loss of wages to themselves as well."

He added: "There is a common point of view shared by members of the Board which underlies the approach we have gradually evolved. Labour disputes within an on-going collective bargaining relationship are rarely black and white, with one side totally in the right and the other completely in the wrong.

"To deal with a dispute as though it were 'black and white' might give the winner of the case a short-term victory, but one which is rarely helpful even to that party in the long term.

"And the further difficulty is that after a while, even a victory is only a paper victory. It is very easy for the Board to read the statute, see that a strike during the term of an agreement is illegal, and then write an order saying that the strike must end immediately. It is a lot harder to enforce that order against an adamant trade union."

Therefore, he said, the Board would, in "appropriate cases" try to use informal mediation to try to end illegal work stoppages.

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Group Dental Care Plans

About 3.4 per cent of the Canadian labour force is covered by group dental plans. The Canadian Association of Accident and Sickness insurers says 327,000 employees belonged to 2,424 group plans at the end of 1974. Another 541,000 persons—their dependants—also are covered.

Canada still trails the United States in the percentage of the labour force in group plans for dental care; but, if the present trend continues, Canada could take the lead by 1980.

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Salary Anomalies by Sex

A University of Toronto task force has found "salary anomalies closely related to sex" among the university's non-academic employees.

It also found a need for developing "managerial respect for the contribution women make to society in general and the working efficiency of the university."

In four specific job categories—clerk, programmer, laboratory technician and administrative officer—women outnumbered men 352 to 93 in jobs paying less than \$10,000 a year. But

men outnumbered women 104 to 63 in jobs paying more than \$10,000.

The task force recommended that employees be given more information about job openings and career possibilities on campus, and that management training and supervisory courses be made available to all employees.

It proposed also that everyone responsible for hirings or promotions "be directed to seek out female applicants when few are forthcoming."

Ombudsman for PS?

A parliamentary committee has heard a proposal for the appointment of an ombudsman for federal public servants. Ken Eaton, an economist with the Canada Department of Labour, says the ombudsman would "investigate, publicize and, if possible, rectify injustices that cannot be dealt with by existing machinery."

Eaton says departments now have the right to settle many grievances internally with the deputy minister as the last level of appeal. Only cases involving the application of a contract or such disciplinary actions as suspension, discharge or financial penalty go to outside arbitration.

Eaton appeared before the Senate-Commons committee studying the Finkelman report, which proposes changes in the Public Service Staff Relations Act.

He said the system seems fair where a grievance goes to arbitration, but where it cannot, "the administration plays the role of judiciary, the traditional separation of powers is missing and the justice of the grievor's cause is liable to be ignored in the interests of administrative expediency."

Federal Minimum Wage

The minimum wage in industries under federal jurisdiction increases by 40 cents to \$2.60 an hour on July 23. And the minimum for workers under 17 goes up to \$2.35, also a 40-cent rise.

Labour Minister Munro, in announcing the increases, said they take into account increased living costs and the general advancement of average wages and salaries.

1974 Immigration Higher

Canada admitted 218,465 immigrants last year, 18.6 per cent more than in 1973.

Britain continued to be the major country from which the immigrants came, accounting for 17.6 per cent of the arrivals. The United States was second with 12.1 per cent. Next in order were Portugal, 7.5 per cent; India, 5.9; Hong Kong, 5.7; Jamaica, 5.2 and the Philippines, 4.4.

About 55 per cent of the immigrants came to Ontario, 15.8 per cent to British Columbia, 15.3 per cent to Québec, 10.9 per cent to the Prairies and 2.8 per cent to the Atlantic provinces.

Children in Poverty

One Canadian child in four is poor, and the National Council of Welfare says this situation will continue until Canada adopts a guaranteed annual income program. In *Poor Kids*, a report on children in poverty in Canada, the council recommends an income security system "based on an income guarantee level not less than the poverty line."

The report cites Statistics Canada's most recent determination of poverty

lines in 1974 terms, from \$5,257 for a family of four in a centre with less than 1,000 population to \$7,601 for a family of four in a metropolitan area with more than 500,000 population.

It describes Canada's present welfare system as "inadequate by every possible measure," and it says that a guaranteed annual income program to eliminate poverty would cost no more than the tax cuts in the last federal budget. "There can be no hiding behind the myth that we cannot afford to ensure income adequacy for all Canadians," the report adds.

The percentages by province of poor children ranged from a high of 45 in Newfoundland to a low of 17.1 in Ontario, the study found.

Services for Old People

Canada has not developed badly needed services to enable old people to continue living in their own homes, says Reuben Baetz, executive director of the Canadian Council on Social Development. Baetz made the statement in releasing a study titled *Residential and Community Services for Old People*, by Philip Hepworth. Part of an eight-nation review of personal social services, the study was conducted under the auspices of the Columbia University School of Social Work.

The study shows that, although Canada has done much for old people in the areas of housing and income security, it has generally neglected to provide support services, including house cleaning, transportation, help with nutrition, and social, educational and recreational facilities, to enable them to continue living in their communities.

The major measures of income support in Canada seem likely, the report says, to divide the elderly into two groups: the well-off and the

dependent. "The segregation of the 'dependent' elderly to special enclaves perpetuates the idea of old age as something separate and shameful," it adds.

The report recommends that old people be kept in institutions "only in exceptional circumstances" because of the "depersonalization" that often accompanies institutional care.

Review Asbestos Claims

The Ontario Workmen's Compensation Board intends to review a number of previously disallowed claims from asbestos workers or their families for compensation because of lung cancer.

This is one result of a review of a policy that workers exposed to asbestos over a long period of time had to show symptoms of asbestosis, as well as of lung cancer, to be eligible for compensation.

The board says recent research indicates the balance of probabilities has shifted: "Lung cancer in the presence of asbestos particles, but in the absence of asbestosis, may be considered as occupational in origin, within the revised exposure and other criteria.

"The revised criteria are currently being developed, and a number of claims previously disallowed will be reopened by the board for review as quickly as possible," said John P. MacBeth, Ontario Minister of Labour.

Sask. Asbestos Rules

Saskatchewan has adopted new regulations to protect workers who are exposed to dust from materials containing asbestos. The regulations, under the Occupational Health Act, ban the use of crocidolite (blue)

asbestos and prescribe measures to prevent the release of asbestos dust.

Where asbestos-free materials cannot be substituted or effective exhaust ventilation installed, the new rules require that workers be provided with and trained in the use of approved respirators and protective clothing. They also require that workers be provided with annual medical examinations and full information on the dangers of asbestos fibres to the body. Labelling and warning notices on all products containing asbestos are also obligatory.

There is no asbestos mining or manufacturing in the province, but hundreds of workers handle asbestos materials in insulating work, construction, demolition, asbestos pipe cutting and installing, and automobile brake and clutch work.

Eligible for Benefits

A Pennsylvania dock worker who quit his job on his doctor's advice because of air pollution has been ruled eligible for unemployment compensation.

In a precedent-setting decision, the Pennsylvania Unemployment Compensation Board of Review ruled that Thomas Budd's reason was of a "necessitous and compelling nature." Budd's doctor had advised him to stop unloading grain because dust and chemicals from it were damaging his lungs.

Harvest Workers

Seasonal workers from Mexico and the Caribbean Islands are being admitted to Canada again this year to help harvest fruit and vegetable crops in Québec and Ontario.

This will be the twelfth consecutive season that help with the harvest has

come from the Caribbean and the second consecutive year from Mexico. Last year 5,287 came from the Caribbean and 195 from Mexico.

Careful consideration has been given, the Minister of Manpower and Immigration said, to the effect of the programs on the demand for Canadian labour, particularly during periods of high unemployment in Canada. The programs are intended to supplement the available supply of Canadian workers during peak harvest periods, and not to replace Canadian workers. Canadian students, who make up a large part of the harvest work force, return to their classrooms just as harvest work nears its peak in September.

High Unemployment But Jobs Go Begging

A million jobs go begging in the United States—despite high unemployment—because the unemployed workers don't have the needed specific skills. The one million figure is the estimate of Van M. Evans, president of a New York consulting firm, who says it might even be higher.

Skilled workers in short supply include machinists, electrical engineers, oil well drillers, rig builders, X-ray technicians, secretaries, and welders who can work on pressure vessels for natural gas. Companies drilling for oil need 5,400 workers this year and expect to have to train most of them.

Business Week says in every recession jobs go unfilled despite high unemployment.

Older Workers Giving Up

Workers 55 and over are becoming more and more discouraged by the shrinking job market in the United

States and are dropping out of the labour force in large numbers.

This conclusion was reached by Marc Rosenblum, an economist at the City University of New York, in an article in *Industrial Gerontology*.

Rosenblum says workers 55 and over constitute one tenth of the unemployed and simultaneously one third of those who would work but have stopped looking for jobs because they believe none are available.

He blames the situation on worsening economic conditions, and predicts that more and more older people can be expected to withdraw from the labour market if conditions do not improve.



Co-supervision Proposed

A committee charged by President Giscard d'Estaing with studying company reform in France has proposed co-supervision rather than co-direction as the means for worker participation in the management of industry.

The committee recommends that workers' representatives hold one third of the seats on company boards of directors. Only four are currently entitled to attend board meetings—as observers—and two of them are chosen from middle management.

The representatives would participate, however, only in the directors' supervisory functions and not in their management functions.

This may be difficult to adopt, because most French companies, unlike those in West Germany, have only one board of directors and it fulfils both functions. Many West German companies have a separate board for each role.



Co-determination by Law

The Swedish Government has announced it intends to introduce new legislation to extend industrial democracy. It would take effect from January 1, 1977.

The legislation will be based on recommendations of a commission that undertook a four-year study of every aspect of industrial democracy in Sweden. On it were representatives of the state, employers, unions and each major parliamentary party.

The commission has recommended that every aspect of a company's operations involving employer-employee relations may be subject to negotiation and co-determination if the employees request it.

It also recommends that in the event of disagreement the parties have recourse first to a joint employer-union body and finally to a labour court.

The commission disagreed, however, about which party would have to initiate the appeal. The majority said that in a disagreement the employer's opinion should prevail and that the employee would have the right to appeal. A minority report said the employees' opinion should be preemptive and that it was up to the employer to initiate the appeal.

Labour Minister Ingemund Bengtsson has drawn protests from employers' groups and some minority parties by a statement that the government intends to adopt the minority recommendation.



Labour Attaché Dies

Eamon Park, Canada's labour counsellor in London, England, who died there April 29, had a labour career spanning 34 years. Park, who was 58, had been Canada's labour specialist in England since August 1972.

A native of Ireland, he began his labour career in Kirkland Lake, Ontario in 1941. The following year he became a member of the United Steelworkers of America, beginning an association with that union that was to continue for the remainder of his life. Prior to his London appointment Park was Assistant to the Canadian Director of the Steelworkers, and before that was organizer and director of the union's public relations and legislative departments. His international experience included participation in a number of meetings of the Iron and Steel Committee of the International Labour Organization.

He was New Democratic Party member of the Ontario Legislature from 1948 to 1951 and in 1965 was elected president of the Ontario NDP.

Labour Minister John Munro paid tribute to Park as a man possessing tremendous insight into the human aspects of the workplace. "In addition, his knowledge of the labour movement both in Canada and the United Kingdom enabled him to make a unique contribution to the work of the Department."



Pat O'Neal Dead at 54

E.P. (Pat) O'Neal, one of the most colourful figures in the Canadian labour movement, died on April 15 in Vancouver. He was 54.

O'Neal, western regional vice-president of the Canadian Paperworkers Union, had been in ill health for some time.

Born Thomas Joseph Casey in County Mayo in Southern Ireland, he jumped a merchant ship in Victoria in 1947 and took his new name. He did not receive legal immigration status until 1963.

He was secretary-treasurer of the B.C. Federation of Labour from 1959 until 1966, when he resigned to become

regional organizer for the International Brotherhood of Pulp, Sulphite and Paper Mill Workers.

In 1972 the Brotherhood merged with the United Papermakers and Paperworkers, and in July 1974 the Canadian section of the merged union separated from the international to become the Canadian Paperworkers Union.

The CPU's national president, Henri Lorrain, paid tribute to O'Neal as one of the chief architects of the new union.

O'Neal was also the architect of an incident that led to the 1967 Royal commission on the invasion of privacy.

He admitted to the commission that he had hired a private detective to place a listening device in hotel rooms in Vancouver used by a rival union.

Coloured British Workers

Unions in Britain have been given a reminder of their obligations to workers from Asia and the Caribbean. It comes in a pamphlet entitled "*Trade Unions and Immigrant Workers*," published by the Workers Educational Association and the Runnymede Trust.

The pamphlet discusses the problems facing British unions in integrating immigrant workers into the work force.

Only two full-time union officials in the country are coloured, and union membership among the immigrants is low, largely because they work in large numbers in such poorly organized industries as catering and textiles.

P.S.S.R.B. Resignation

One of the deputy chairmen of the Public Service Staff Relations Board whose appointment was reported in the March number (p. 149) resigned within weeks of his appointment. Maurice F. Wright, Q.C., told the chairman of the Board, Jacob Finkelman, that, for personal reasons, he must return to private practice.

Workers Buy U.S. Mine

Asbestos mine workers in Vermont have become their own bosses. They bought the 2,300-acre Belvidere Mountain Quarry and Mill, 75 miles north of Montpelier, after the billion-dollar GAF Corporation announced it would close it rather than install \$1.5 million in pollution equipment as directed by the United States Government.

The open-pit mine and mill becomes one of the largest employee-owned and operated businesses in the U.S.

The workers saved 178 jobs with the \$400,000 they paid for the mill. Some state officials had said it was worth \$3 million.

Significant Court Ruling

The United States Supreme Court has ruled as constitutionally indefensible a 1939 decision by Congress that widows, but not widowers, of participants in the social security system are entitled to collect benefits for their dependent children.

The court said this distinction deprives women workers of the equal protection of the laws guaranteed by the Fifth Amendment, by providing

them with less protection for their survivors than male workers, although they pay the same payroll tax.

The majority of the justices ruled that if a sex-based distinction is to be constitutionally valid, it has to be non-discriminatory in its consequences—a ruling that could be significant to the women's rights movement.

Paid While Not Working

Thousands of graduating students, hired by major Japanese corporations, have been laid off even before they started working.

Because of economic recession, the students were told to "wait at home" instead of starting their jobs in April. While waiting, they get an average payment of about 60 per cent of their salary.

Such layoffs are unusual in Japan. Normally, once an employee is hired, he remains with the firm until he retires.

Migration to Oil Lands

A mass migration of labour to the oil-rich countries of the Middle East is beginning. The first of thousands of specialists needed to plan and supervise the "instant" industrialization of these nations are already taking up residence. So is the initial wave of semi-skilled and blue-collar workers needed to turn the plans into reality.

Iran will need an estimated 700,000 foreigners before the end of its current five-year plan. Libya wants 600,000 from Turkey alone; Algeria and Saudi Arabia also will need hundreds of thousands of workers.

Industrial Democracy: Seminar Topic at Carleton U.

Industrial democracy will not be coming to Canada for a while. This was the view held by most members of a panel discussion "Industrial Democracy and Its Perspectives for Canada" organized by Carleton University's Department of Sociology and Anthropology.

Members of the panel—including union representatives, government officials and academics—said industrial democracy would be a good thing for the Canadian worker, but it will be slow in coming because union officials simply don't want it.

In several European countries, industrial democracy has meant giving employees rights that are regarded in North America as purely management prerogatives. In European factories today, workers are making decisions about the speed of assembly lines, the design of new buildings and the investment of profits.

Where industrial democracy has been experienced, there is general agreement that it is at least partly responsible for the record of industrial peace in many European countries.

Between 1968 and 1972, on the average, Sweden lost through strikes 62 days a year, per 1,000 workers, and Germany 74 days. In Canada the rate was 1,724 days.

In Canada, the emphasis is more on strong collective bargaining and less on industrial democracy. "Since their formation, unions in the public sector have shown themselves to be more interested in other innovations, for example, pensions and medical plans," said Gil Levine, Research Director of the Canadian Union of Public Employees (CUPE).

Levine also pointed out that industrial democracy would be impossible to achieve in the public bargaining sector. Under the Collective Bargaining Act for the Ontario Civil Service, the employer has the right to determine the conditions of employment. These include: work methods, procedures, and job assignment and evaluation. None are negotiable. For example, the Ontario Housing maintenance workers tried to bargain for safer conditions in the work place, but bargaining on this matter was ruled illegal on the grounds that safety is a management

responsibility and not the concern of workers.

Ken DeWitt, director of the Union-Management Services Branch, Canada Department of Labour, pointed out examples of industrial democracy in Canada, saying that these experiments came about not as responses to workers' demands, but as responses to financial crises.

George Home, Director of the Canadian Labour Congress's Political Education Department, said that Canadian unionists are examining experiments in industrial democracy, and studying the possible implications of such experiences for Canada. "It is very difficult to have a set of guidelines for applying industrial democracy internationally," said Home. "Each form of participation depends on the economic and social conditions of each country."

Harold Wilson, consultant to the Letter Carriers' Union of Canada, believes that industrial democracy is necessary but believes that little leadership will come from union leaders. "But unless the CLC decides to take initiative, the rank and file will leave them behind," said Wilson.

Unemployment—Job Vacancies Paradox Explained

Job vacancies and high unemployment may exist at the same time, but unemployment insurance is not the main reason for that apparent paradox.

A study of the labour market in Ontario in 1974 found several other

reasons, including the market's failure to make adequate use of women, youths, minority groups and people who live in economically lagging regions.

The findings of the research branch of the provincial ministry of labour also

confound the critics who claim that young people are taking advantage of unemployment insurance benefits.

Another conclusion is that most people unemployed in Ontario in mid-1974 were not considered by employers as worth hiring.

The study found these principal causes for the unemployment-job vacancies paradox:

- sudden changes in the level and composition of economic activity;
- inadequacies in the ways entry into the labour market is facilitated;
- reluctance of employers and social planners to treat labour as a resource to be developed and planned over a long term "rather than as if it flowed from a tap to be turned on and off instantaneously in response to immediate economic conditions."

One consequence of this reluctance was that the "manpower pipeline" was effectively broken during the slow-growth period of 1967-72. "Once broken, it could not be repaired in time for the sudden expansion that began in 1973."

The study says that unemployment insurance does contribute somewhat to the unemployment-vacancy problem, but that its contribution has been over-emphasized by the press: "Attacks on the unemployment insurance system serve mainly to divert attention away from more fundamental manpower concerns."

The researchers found no statistical evidence that an increasing proportion of people referred by the Canada Manpower Centres to prospective employers made mere "token" appearances to continue to qualify for unemployment insurance. Such a finding would have supported the theory that unemployment insurance was contributing to the unemployment of people who were not willing to work.

Instead, the researchers found only a very small increase in referrals in the

first quarter of 1974, when unemployment was increasing and unemployment insurance claims were being very carefully monitored.

However, they did find a big increase in the rate of rejection by employers of people referred by the centres. Between 1969 and mid-1974, the percentage of referrals hired had dropped from 45.2 to 29.3.

Hence the conclusion that most people then unemployed weren't regarded by employers as worth hiring "in spite of what many claim is a desperate vacancy situation."

In other words, the labour market suffered from structural imbalance: the characteristics of the labour supply—age, sex, skills, training, education, occupation, experience, location—did not meet employers' labour needs.

In terms of skills, for example, there were big increases in job vacancies but small or zero increases in employment in managerial, natural sciences, engineering, mathematical, medicine and health occupations. In contrast, there were decreases in job vacancies for sales people and large increases in their employment.

Unemployment rates for women were persistently higher than for men, and for youths higher than for adults. People under 21 made up 32 per cent of the unemployed at mid-1974 but accounted for only 13 per cent of unemployment insurance claimants.

"One of the main reasons for this is that a high proportion of unemployed youths have not yet had their first job and therefore are not eligible for unemployment insurance," the report says.

"The important point is that unemployment insurance does not appear to be a very significant factor in supporting the unemployment of the group that has the most serious unemployment problem. This is contrary to the criticism that the youth take undue advantage of the unemployment insurance system."

The report says immigration can help meet specific occupational shortages but should not be regarded as a general answer to job vacancy problems: "To do so would perpetuate the 'turning-the-tap-on-and-off' approach that has contributed so much to the present manpower problems."

The most pressing need, the report concludes, is for improvements in the way human resources are utilized, particularly youths, women and minorities.

"We must do a lot better job of facilitating their entry into satisfactory employment."

The report also observes: "Anything that would facilitate longer-term operational budgeting for both educational institutions and employers would remove one of the major obstacles to manpower planning."

And it proposes "more imaginative" approaches to subsidizing on-the-job training and experience, particularly for youths.

The authors of the research report, M. L. Skolnik and Farid Siddiqui, both research economists in the branch, stress that their conclusions are tentative and do not represent the official position of the ministry.



Asbestos—the Hidden Time Bomb

by David R. Quintner

Fibres so soft to the touch they feel like finely milled flour. So tough, they have the tensile strength of steel. So deadly, the Ontario Government insists no one should work where they can breathe in more than two of the minute fibres in any cubic centimetre of air.

Tiny, these fibres are—10,000,000 of them weigh less than one millionth of a gram. And there is no longer any reasonable doubt they can kill, or cause incurable disease.

This is asbestos, the miracle mineral with which so much of our modern civilization has been built, and which for millenia has been revered—but now feared.

Ancient historians, near the dawn of history, wrote of the "breathing sickness" that afflicted weavers who loomed the fibrous threads into shrouds for departed noblemen.

The Greeks, centuries before the Christian era, knew of the strange, fireproof properties of asbestos and used the silky mineral for making wicks for oil lamps that burned on altars dedicated to their Olympian gods.

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And long, long before, Stone Age man discovered that the fibres, when mixed with clay, held his simple pots together in a pliant bond.

But in spite of its versatility, asbestos seems generally to have fallen into disuse after the collapse of the Roman Empire, although Marco Polo in the 13th century reported he had seen a non-burning cloth in Siberia, and the emperor Charlemagne was said to have impressed visitors by throwing an asbestos tablecloth into the fire after a meal—to clean it.

Not until the end of the 1880s was the mineral rediscovered with the opening of mines in Italy and in Canada, the one at Thetford Mines in Quebec later proving to be the largest asbestos deposit in the world.

In the 1930s, world production still had not exceeded 340,000 tons annually, but the Second World War

gave the industry its major impetus. Today, more than 5,000,000 tons are extracted annually.

Asbestos has, it seems, become indispensable. Aside from its most commonly known uses in fire-doors or theatre curtains, there are 3,000 other ways in which it is used: in cement; for shingles; roofing; siding; interior and exterior wallboard; electric motor casings; in sewer, water and gas pipes; for filters to process fruit juices, beer and medicines; for brake linings and clutch facings in cars and trucks; in rocket nose cones; as an additive in paints and caulking compounds, and even as artificial snow for Christmas decorations.

It's everywhere about us in our urban environment, whatever we do. And, inevitably, it's in the air we breathe, the water we drink, the food we eat. Worse, it's probably in everyone's lungs, too.

Medical authorities are agreed, however, that for all but a small minority of the population—asbestos workers and, sometimes, their families—the free-floating fibres probably cause little harm in the concentrations that we usually encounter.

But for the workers in the multi-faceted asbestos industry, it's another matter entirely. From the miners in the open-face pits, to employees in processing plants, to construction and other workers who must handle the finished products, there exists a chain of risk—people linked by a hazardous kinship whose rewards for their labour can be preternaturally shortened lives and grieving families.

Because the disease, asbestosis, and other related conditions caused by ingesting or inhaling the fibres, has been adequately recognized only in the past two decades, no one knows how many have fallen victim to the soft, insidious mineral.

Canada, as yet, has no legally enforceable standard—only guidelines

Dr. Joseph Cowle, head of the occupational chest diseases division of the Ontario Ministry of Health, says: "I doubt if in all the history of settlement in Ontario there have been more than 125 deaths caused by asbestos."

Death is one thing. Years of breath-shortened incapacity is another. No agency knows, least of all governments, beginning only now to move to initiate legislation to protect asbestos workers, how many men and their families are experiencing the early symptoms of the ancients' "breathing sickness."

Undoubtedly spurred on by union militancy, there now is growing widespread concern for the workers' health. In 1970, the United States enacted legislation that set maximum permissible dust levels at places of employment at 5 asbestos fibres per cubic centimetre of air. Britain already had lowered its standards to 2 fibres per cubic centimetre—and a body of medical opinion there is seeking to lower it still further.

Canada, as yet, has no legally enforceable standards—only guidelines: in Quebec, 5 fibres; in Ontario, 2 fibres. Federal environment minister Jeanne Sauvé told a House of Commons committee on April 8, however, that the Government will establish emission standards for asbestos plants before the end of the year. She said the federal Government cannot regulate the levels of asbestos pollution within mines and factories because this is a matter of industrial hygiene—and a provincial responsibility.

The standards for asbestos discharge into the outside air will be regulated under the Clean Air Act. Such statements, even one as gently positive, indicate there are a number of years of discussions ahead before workers can expect to be fully protected.

If union leaders and health authorities in North America can eventually settle on adequate safeguards, the greatest concentration of plant and manpower anywhere will be protected—because Canada is the world's leading producer of asbestos (more than 40 per cent of total output), and the United States, with more than 5,000,000 employed in asbestos-related industries, is the leading user.

But the mood of many workers in the industry today is one of almost quiet resignation. They complain that no matter how healthy their work environments become, it will be too late to protect them.

Just how lethal are the fibres? Dr. Irving J. Selikoff, chief of the division of environmental medicine at New York's Mount Sinai Hospital, calls asbestos a "time bomb," because the diseases it can cause may take 20 to 30 years to show up, sometimes half a lifetime after a worker began to inhale dangerous concentrations of the fibrous dust.

Selikoff, who shares with McGill University's Dr. Corbett McDonald the

reputation as the foremost among researchers into asbestos-linked diseases, conducted a study in Paterson, N.J., in the early 1960s that set alarm bells ringing. He examined the health of retired employees, the death rates and causes of death of almost 300 men who had worked for Union Asbestos Co. in the 20 years prior to the start of the study. Actuarial tables, indicative of life expectancies, suggested that under normal conditions about 60 of the men should have died in the 20-year period. He found, in fact, that 113 had died—15 from asbestosis, the remainder from other diseases related to asbestos exposure.

Among the living, he found 28 lung cancers, where he might have statistically found two or three; 18 gastro-intestinal cancers, where two would have been normal; and 13 cases of mesothelioma, a form of cancer exceedingly rare among the general population. Selikoff determined that these men had developed their disorders in work areas where the asbestos dust levels were below 12 fibres per cubic centimetre.

Even a few days' exposure to the fibres... could lead to cancer that might show up from five to 55 years later

Later findings by Dr. Selikoff showed that even smaller concentrations of fibres could be lethal—far removed from conditions that plant workers might face. One of his studies revealed that a woman died from mesothelioma contracted by washing the clothing of her husband. He was a worker in an asbestos plant.

And a University of Toronto research team's findings, revealed in February, indicated the possibility that even a few days' exposure to the fibres in sufficient concentrations could lead to cancer of the larynx that might show

up from 5 to 55 years later. The team found that 23 per cent of the male laryngeal cancer patients at Toronto General Hospital in May of 1974 had been exposed to asbestos at some time in their lives. One among them had been exposed to asbestos for only four days—23 years before.

That report surfaced—via a New Democratic Party member in the Ontario Legislature—at a psychologically important time for workers growing vociferous in expressing their concern for their own health. For some days before, the news media had focused on the worker restiveness at the Johns-Manville Co. Ltd. plant in the Toronto suburb of Scarborough. There, a number of long-time workers had died from what a local of the Chemical Workers Union called "continuing unsafe conditions at the plant. All they (management) do is make promises they're improving the situation, but nothing ever changes."

The campaign, if such it was, eventually drew a response from Johns-Manville officials, who called a press conference to explain their side of the story. The company's medical officer announced: "The hazard is low and not a factor for concern now," after the company had spent several million dollars on filtration systems within the asbestos pipe-making plant.

Company president G.P. Loubert told the reporters that employees who now were suffering from the effects of long exposure to asbestos were those who began work "not less than 17 years ago, at which time the concentrations of asbestos fibres in the plant air were greater than now." The company admitted that eight deaths and up to 36 cases of disability were likely caused by conditions at the plant.

Union officials for weeks had presented the company, the press, the Workmen's Compensation Board and the Ontario Government with a different set of figures. The union

claimed 15 former employees had died from asbestosis, while dozens of men suffering from lung cancer, mesothelioma, or asbestosis were being denied compensation that was their due.

Then came the University of Toronto report. A few days later, Dr. Selikoff told a U.S. Senate subcommittee he feared that by the end of this century, about 1,000,000 Americans will die because of exposure to asbestos. He predicted that about 200,000 will die of lung cancer, about 70,000 from asbestosis, another 150,000 from other cancers, and others from ailments associated with handling of the mineral.

A mood certainly was being created that made governments and asbestos companies somewhat more receptive to the workers' complaints. One of their chief gripes concerned the handling of blue asbestos.

About 30 different types of fibrous silicate are lumped together under the name asbestos: Chrysotile (white), crocidolite (blue), and amosite (brown) are the most important economically. But the fibres found to have the greatest bonding power are the long blue fibres, which come mostly from the African continent.

Workers at Johns-Manville in Scarborough had complained about the quantities of the blue fibres they were called upon to handle, and a company spokesman said the blue was being "phased out." A union spokesman charged, however, that the company was still importing the blue fibres in regular quantities and that it was being mixed with white fibres "to make it less obvious."

A month or so ago, the workers' viewpoint was echoed by the York-Toronto Tuberculosis and Respiratory Diseases Association, whose executive secretary, Walter Davis, said: "We are absolutely convinced that blue fibres are dynamite, the villain." Some

authorities say the blue asbestos exposes workers to more than 10 times the danger of white fibres.

In noting the British had banned importation of blue fibres five years ago, Davis appealed to the provincial Government to follow suit. In reply, Ontario Health Minister Frank Miller said he was in favour of imposing a ban on the blue fibres "if it is found that its use is unnecessary." Dr. Cowle has said the blue fibres have the ability to penetrate the lining of the lungs causing the always fatal mesothelioma.

While this debate was taking place, Dr. Selikoff, or his associates at Mount Sinai, delivered an uppercut.

The team found that 75 per cent of workers with 40 years service in the asbestos industry had lungs damaged by asbestosis, cancer or other related diseases

The Confederation of National Trade Unions (CNTU) had spent \$25,000 to commission a two-year study from the Mount Sinai team (which put up \$100,000 from its own funds) to investigate the working conditions and health levels of the men who worked in Thetford Mines plants and pits.

The results were shocking. The team found that 75 per cent of workers with 40 years service in the asbestos industry had lungs damaged by asbestosis, cancer, or other related diseases. About 54 per cent of those who worked in the open pits had similar lung abnormalities; 72 per cent of those who worked underground, and 65 per cent of mill workers, showed pulmonary abnormalities. Dust levels in three mines were found to be as high as 30 to 50 fibres per cubic centimetre.

The CNTU, saying it had commissioned the study after a company clinic had suggested the dust concentrations were not harmful, then warned Asbestos Corp. Ltd. to "change its attitude" toward mine and mill safety or face a mass walkout. Coupling wage demands with improved safety standards, 3,500 workers struck four companies in the town March 16. That strike continues.

By April 8, the Quebec Government had announced plans to legislate safety standards governing dust levels in mines and mills; and it said it would also name a committee of specialists to study existing dust levels. Asbestos Corp. Ltd. announced it would comply with whatever the committee would demand. To these moves, the CNTU has expressed concern that dust levels that would be approved likely would be higher than allowed under the Ontario guidelines.

In the meantime, Ontario's asbestos workers were cheered when the Workmen's Compensation Board announced that lung cancer contracted by asbestos workers will now be regarded as a compensable disease.

Previously, workers or their widows and families had been eligible for compensation after long exposure to asbestos only if they had asbestosis, in addition to other pulmonary complications.

Labour Minister John MacBeth explained the new philosophy this way: "The balance of probability has shifted."

The announcement was greeted with pleasure by the NDP benches in the

Ontario Legislature, and one member asked what the Government planned to do to help asbestos workers' family members who might contract pulmonary diseases. And the battle lines were drawn again.

To the workers, the gains are hard-won in a continuing battle, but they don't deny they are surely gaining ground.

If its use can be completely eliminated, many lives undoubtedly will be saved each year

To answer another concern, the Ontario Government announced recently the findings of tests conducted into the possible hazards faced by construction workers using drywall cement, which contains asbestos. Tests, it was reported, showed levels to be "well below the safety limits," but it was recognized that "a minimal danger exists in the use of drywall filler containing asbestos." Ontario safety inspectors have been told to enforce the wearing of protective respirators by workers using the substance, and manufacturers are being encouraged to seek substitute bonding materials.

And substitution is not unlikely throughout the construction industry—one day. Ontario Hydro, for example, has found the ultimate way to end the hazard posed by asbestos. It has stopped using it.

Ten years ago, Dr. Donald Grant, Hydro's director of health and safety, initiated a program to search for substitutes. It seemed a monumental,

perhaps impossible, task at first because Hydro uses hundreds of tons of insulating material to prevent heat loss from huge boilers, turbines and superheated steam pipes. Grant set up two committees. One would devise stringent safety measures for men working with asbestos; the other would seek a suitable substitute that would have to be non-toxic, an excellent insulator, and be able to withstand temperatures as high as 1,000 degrees Fahrenheit (400 degrees Celsius) without breaking down under vibration.

Helped By British research, which had earlier trod the same path, Grant's committee found the answer in Canada—a rigid block substance compounded of bentonite clay, perlite (a form of volcanic glass) and diatomaceous earth, a variety of limestone. Another breakthrough came in the form of a spray-on insulation that uses mineral wool as a binder instead of asbestos. (Mineral or rock wool is produced from molten steel-mill slag.) Engineers claim that while the substitute materials initially cost about 10 per cent more than asbestos, they became cheaper as the quantities ordered increased.

Today, Grant believes, the substitute materials are competitive in price with asbestos, and the saving on safety procedures may eventually make it cheaper. We may now, in fact, be living at the beginning of the end of asbestos' not-so-glorious era.

If its use can be completely eliminated, many lives undoubtedly will be saved each year, misery stemmed, and a gasping disease eradicated to a large degree. But then there's the question of all those thousands of jobs.

Industrial Democracy On Probation

by Luana Parker

"What is astonishing is not that anyone should have the curious idea of democratizing business enterprises, but that frankly authoritarian managements should still be surviving on so widespread a scale in our supposedly open and free society. The unquestioned authority of any employer, the danger of sudden and arbitrary management decisions, the lack of any appeal against those decisions for most employees—all these factors are in obvious and direct conflict with the stated values of our society." David Jenkins, Job Power.

In the history of the bleach sulphite mill at Temiscaming, Québec, there have been three ways of dealing with drunks. Under the pre-1936 management dictatorship a drunk was simply ordered by the local magistrate—a company employee—to take the next train out of town. If he refused, the police quickly paid him a visit to change his mind. Then, in 1936, the union moved in, chiselling a little hide-out in the granite wall of absolute power. Like the church, it would cover up and absolve certain sins, forcing management to keep its disciplining ruler spanking clean. But in the past year and a half, a strangely new attitude has drifted across the shop floor: when someone stumbles inebriated to work, it is his fellow workers who point to the door—sending him home but not out of town.

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One more example of a new regime no one knows exactly how to describe: usually employees grumble "Look what they're doing to us" when they're scheduled to work holidays, but last December the Temiscaming workers were pleased to make repairs over Christmas. They were the same people who a year earlier had accepted a base rate about 47 cents below the industry standard and had given up their pension plan.

What happened? Did management

turn to hypnosis to manipulate its employees? Had the workers given up their historic pursuit of rights? What they did was buy rather than bargain for new powers, giving them the right to two representatives on the board of directors (one of them not allowed to vote because of a provincial labour code stipulation that a union local representative cannot be a member of the board of directors), access to information long denied them, and a share in the profits. When Canadian International Paper Co. (CIP) suddenly pulled out in 1972, its employees were left saddled with a crippling load: their average age was 45, the nearest town was far away, the picture of job opportunities so dim you could hardly see it. So they lobbied and picketed (and manipulated the media a couple of times) and finally, about 400 of the workers formed a "marriage of necessity" (with the union as wife and mother) with four ex-CIP administrators. Each group invested \$400,000, but the workers own only 31 per cent and the administrators, 39 per cent of the new company, Tembec Forest Products Inc.

The administrators had management "know-how," which apparently earned them extra control. And since it was

the provincial government that held the balance of power, a \$1 million grant and \$2.5 million in preferred shares, the union was in no position to bargain. And there was no model to turn to. As Charlie Carpenter, president of Local 233 of the Canadian Paperworkers' Union, says, "Co-management, there was no such animal in our country."

Like visitors looking at specimens bred in zoos, people are crowding to watch this new creature crawl, wondering whether it's the beginning of a new breed or just another experiment doomed to extinction. As Tembec and a few other Québec experiments in industrial democracy, or workers' control, test their muscles, the spectators are huddled in separate factions, deliberating: "Is this the end of free enterprise, the capitalist system? Will it knock out the union movement?" No one is placing bets yet, except for a cluster of missionaries who have visited other lands and returned with glowing reports of similar new species. Few have bothered to take them seriously.

The idea of industrial democracy—giving workers the same rights in the factory they theoretically enjoy in the political boxing ring—is as old as man's struggle to free himself from everything that makes him a prisoner, especially "the boss." They have been living the great contradiction—they are members of a democratic society, but submit to a dictatorship at work, as the Québec Federation of Labor (QFL) describes it.

There are many variations on the theme, but the reforms tried in several European countries have one point in common: they all involve the transfer of some decision-making power to employees. Employees have won the right to be consulted, or to partly shape their working lives on the basis of their labour, not ownership (which is the only platform Québec workers have to support their claims).

Company spokesmen who would defend "democracy" with a gun are opposed to equality in the factory

Workers' participation schemes have ranged from self-management, with full powers over all matters affecting the enterprise, to consultation through representatives on decision-making boards or minor league workers' councils. In Canada, the idea has been tossed in the air by the intellectuals and shelved by the labour movement, says former Ontario Federation of Labour public relations director, Morden Lazarus. Canadian union officials say industrial democracy can be achieved through the collective bargaining process—that (gradual) erosion of management's traditional rights. And company spokesmen who would defend "democracy" with a gun are opposed to equality in the factory. There is "democracy" and then there is "industrial democracy" and between the two stands an implacable row of helmeted business and government commanders, linked arm in arm.

But circumstances, more specifically, crises, have shifted the lines of defence in a few isolated corners of Québec. Here you find management types like Frank Dotorri, of Tembec, saying: "Right from Day One we knew the employees would have to participate in ownership—not because the union fought to save the mill, but because the workers would have to make a monetary concession. We had to be fair.

"We've had a horrendous problem starting, but it's going to work better. We're a unique balance between promoters, private enterprise and workers, with, in many cases, completely contradictory objectives.

"We're essentially three holding companies, each selfishly protecting its

own interests. The adversary situation is a tradition in our industry and it takes a lot of adapting on both sides to get rid of the dividing line," says Dotorri, one of the four administrators now called "founders."

It's erasing the "dividing" line that has traditionally stiffened the backs of North American union officials, who talk about workers and managers "sleeping in the same bed" when they share responsibility for decisions. They point out workers' representatives in Europe often have to share responsibility for decisions over which, in reality, they have no control. Their position on directors' boards is, like a bone thrown to a dog to stop his yapping, a token gesture.

Joe Morris, head of the two-million-member Canadian Labour Congress (CLC), looked at West Germany's workers' councils and economic committees—with equal employer-employee representation—and concluded the workers' reps. tend to become more interested in the company's problems than the workers'.

Integrated into the management team, they "sacrifice traditional worker positions." At Tembec, Dotorri suspects that if workers in the wood-supplying operation, who are not co-owners, go on strike, the 400 worker-owners at the mill will be "prone to a management position." And since, as owners, they have a stake in the mill's profits, what would be the point in going on strike? "A strike would defeat one of the major concepts of our organization—that by constant negotiation we can avoid black-and-white positions," says Dotorri.

But the union, its members' unemployment insurance exhausted, had no choice. It had to form a common front with the administrators against unemployment. When the national union suggested it could buy the mill with government assistance, Québec had replied: "You'd better find

marketing and management experts before we'll help."

Henry Lorrain, president of the 52,000-member Canadian Paperworkers' Union, recognizes the potential problem of the undermining of union solidarity if the suppliers strike. But, he says, "We are the company. We could exert our influence and say we don't want to deal with companies that don't treat their workers fairly. It is not a reason for us not to get involved in administration. We are members of a team, that doesn't make us a part of management."

Carpenter, furious at the constant queries about the "need for a union" at Tembec, says: "It's wrong to say we could never have a strike here. First of all, not everyone is a shareholder. And don't forget, the shareholders work in the mill and they're not just interested in money. They're interested in working conditions, too. It really makes me burn. Everyone forgets the workers are not motivated only by money. We tried for years, we threatened to strike for a proper ventilation system in the bleacher room. Now we're willing to take lower profits for better conditions."

"A brand new structure like ours wouldn't work if it wasn't already unionized. Nothing much has changed—we still have grievances, although they're more clear-cut now—but decisions aren't made unilaterally. They don't have to be made in corporate rooms across the border with only a balance sheet to look at."

"And we're more flexible. If we had a bad year, we could decide not to take our share of the profits (all 415 union members, whether they're co-owners or not, get 10 per cent of the profits, which came to \$1,400 last year). We could sink back our dividends and not ask for a salary increase to keep the mill going."

Carpenter feels the old division between management and labour was

perpetrated by the shareholders who "don't care how they get it, they just want more return on their buck." Management has to keep squeezing more productivity out of the workers for more profits to feed the ravenous shareholders. In each factory it's a vicious circle, only broken by strikes and ended by closures spilling the workers, losers again, onto already job-hungry streets.

More than any other reason, it is Québec's chronically high unemployment rate that has triggered the ownership and control schemes at Temiscaming, St. Jérôme, Cabano, Lac des Iles, Sherbrooke and the Saguenay area. The workers at the knitting mill in St. Jérôme, 25 miles north of Montreal, admit their decision to try to buy the 58-year-old factory—with the co-op movement or government as partner—was prompted by a practical compulsion, not political commitment. When the owner, Grover's Ltd., suddenly slammed the door last June after the employees demanded a cost of living salary adjustment (they had previously accepted lower wages in a collective effort to keep the mill operating), they didn't even bother to actively search for another job. Even the Unemployment Insurance Commission was sympathetic, deciding to feed them their cheques while they spent their energies on working to reopen the mill instead of hunting for jobs. The figures last September showed there were already about 3,000 unemployed persons in the St. Jérôme area, competing for only 300-500 jobs—most of them paying the minimum rate. The mill workers' average age was 43, their average seniority was 17 years. Last fall they ran a seven-week experiment without company managers or foremen, completing goods begun before the closure. The trial run was a success, and now, with a \$51,000 Québec grant, they are renting the factory from Grover's—they've renamed it "Tricofil"—and elaborating permanent self-management structures.

"Maybe you need an even stronger union to continue self-management," says Aurelien Prevost, vice-president of the Canadian Textile Workers Union local. "There's always the risk five or six people will become the new boss. We have to avoid falling from one extreme to the other—self exploitation. And you always need a union to handle grievances and demands."

As worker-owners discovered, the transition to self-management isn't one quick, smooth slide

"We hope eventually everyone will get the same salary. For 20, 30 years, all we knew was our own department. There was no planning and a 10 per cent time loss because of all the supervisors and managers we had to go through. Now we're holding weekly and daily meetings and we're planning production."

As the 36 worker-owners at Sherbrooke Wood Products (SWP) discovered, the transition to self-management isn't one quick, smooth slide.

André Laurin, of Québec City, sometimes called the "missionary" of self-management in the 200-000-member Confederation of National Trade Unions (CNTU), recalls certain rules had to be established. The hockey-stick factory is run on a "one-man, one vote" basis through weekly general assembly meetings. But, even with only 36 people, there has to be some central co-ordination for day-to-day problems. "You have to have order. We have a president, manager and foremen—all elected. The problem was everyone thought, 'Now we're the boss, we can do anything.' It isn't so. The structure and general assembly have to be respected."

Laurin, an animator at SWP, is an ambitious proponent of self-

management. He's the architect of a legal aid corporation, a Reunited Workers' Savings Union ("the only Canadian bank with no manager—it's collectively run by 11 people and there are 4,000 owners") and a foundation called the Fond Economico-Social. In a couple of years, he predicts, it will have several million dollars to fund self-management projects, and he wants the 1976 CNTU convention to pass a resolution forcing employers to set aside a certain percentage of money to build up the foundation's assets. In France, he says, the bosses have to invest the equivalent of 1 per cent of the employees' salary in most firms, rising to 8 per cent in others.

Another CNTU-affiliated effort began in 1971 at Port Alfred, where 36 employees bought a medium-sized metal works firm from its retiring owner. Since then, with a work force of 125 people and a prosperous business, it has run into a similar problem of worker solidarity discussed at Tembec. A conflict between non-owners and part-owners erupted in a month-long strike last spring when the workers asked for a cost of living increase.

"The problem," says general manager Jean-Leon Desmeules, "boils down to the fact we've got 36 workers in there who own part of the business and 89 who don't. The best idea would have been to devise a formula whereby all workers could be part-owners." During the strike, 15 of the 36 co-owners defied union solidarity by reporting for work every day. Six of the seven workers on the board of directors had rocks thrown through their home windows, tires slashed and their cars smeared with paint.

A Cornell university study called *Toward a Fully Self-Managed Industrial Sector in the U.S.*, has pointed out one of the biggest reasons for the eventual degeneration of a participatory firm into a common stock company has been the hiring of

"second-class" workers—those who don't participate in ownership or management.

Control, management and residual income-sharing power belong to those who work in a self-management working community in the very same sense that political self-determination belongs to a democratic political community. These rights are inherent in membership, not ownership of any kind, the study concluded. It showed how several plywood co-ops in the Pacific Northwest of the United States are in the process of being converted into Capitalist firms because, when the original worker-owners want to retire, they have to sell their shares—worth \$30-\$50,000—to Capitalist interests since the young workers can't afford to buy them.

At Steinberg's a job rotation and job-enlargement experiment has raised productivity by about 20 per cent

The employee-ownership formula at the radio station in Alma, Québec, has suffered similar changes. Of the 12 original owners, only eight remain, and station manager Lionel Tremblay says: "At the beginning, some of us had dreamed of the ideal company but as the years go by (they bought the station in 1972), it looks as though we're destined to become a company like all the others." When the co-owners leave the station, they sell their shares to those staying on. "It's impossible to force newcomers to buy shares left behind by those who leave, so eventually there will remain a handful of big owners," says Tremblay.

Harvey Transport Company, also in Alma, is trying to solve the problem by storing unpurchased shares in trust and allowing newcomers to pay cash

for one share and buy the rest through payroll deductions.

There obviously seems to be a definite attempt by the unions to try to increase their control in Québec and they're gradually building a core of personnel more fluent in management jargon. The Québec government is finding it more and more difficult to have a standard negative reaction.

About four years ago the government allowed four people representing the workers, a farmers' and a credit union to sit on the board of directors of SOGEFOR, a subsidiary of the government's Québec General Economic Corporation (QGEC) which owned a Lac Des Isles wood-processing plant. After 15 months, the Québec Minister of Industry, Trade and Commerce, Guy St. Pierre, took a hatchet to the experiment, kicked the representatives out and proclaimed that co-management didn't work. He said the representatives, privy to information as directors but not as union members or wood suppliers, had broken "the seal of confidentiality" and were in an untenable conflict of interest situation.

But today, the government predicts co-management will work at Temiscaming and at Cabano, where the government is a partner in the construction and management of a \$12.7 million cardboard factory.

St. Pierre's deputy minister, Robert Decoster, says the government hasn't changed its policy. In fact, it has no policy, he says, adding however: "We still respect ownership in Québec. We would not have gotten involved in Cabano if private enterprise had shown an interest and at Tembec we only stepped in after private enterprise stepped out.

"There may be merits in having workers involved in different ways—profit-sharing or co-ownership wherever possible. But we're a long way from that. It may be the best

way to reduce conflict with workers, but no one knows yet and we're certainly not working toward such a policy. We're still very much begging private enterprise," says Decoster.

A few companies, like Steinberg, Alcan and Supreme Aluminum Industries, have already started to test the idea that worker-participation schemes can reduce tensions, raise profits and possibly prevent strikes. At Steinberg's Montreal frozen-food warehouse, a job-rotation and job-enlargement experiment has raised productivity by about 20 per cent, reduced turnover from 18 per cent to "zero" and absenteeism from 20 to 2 per cent.

The Supreme Aluminum project at five plants in Ontario and Québec is responsible for the company's rise from fourth to first place in the cookware industry and its record of 50-years production without a single day lost because of strikes or lockouts, says company chairman Sheldon Lush. All of its 475 employees equally share half the profits, and one third of them own 48 per cent of the company.

In Arvida, two groups of Alcan Canada Products Ltd. employees work in teams, sharing all tasks, choosing their own co-ordinator to replace foremen, and holding weekly operation discussions.

It's projects like these the Québec unions are preparing a defence against, knowing they have to develop their own strategies to deal with problems, like boredom at work, that aren't solved through collective bargaining.

Studies in the United States have shown that workers tend to say their

work fulfilment needs improvement more than their pay while union leaders say the opposite, concentrating on what seems more obtainable at the bargaining table—scoring points on the bread-and-butter issues.

An American Department of Labor survey on working conditions found workers, when asked what elements of work needed improvement most, ranked pay fifth on the list, after "interesting work"; "enough help, equipment to get the job done"; "enough information" and "enough authority". The sixth item they chose was "opportunity to develop my special abilities."

When union leaders were asked the same questions, they placed salary at the top of the list and job content at the bottom. The issue is not that the nature of work should replace higher income and job security as an area of concern, but that job satisfaction has been underemphasized by everyone—companies, unions, governments, and academics.

The 335,000-member Québec Federation of Labour (QFL) has written: "Ever since the bosses found out happiness relates to productivity, you can't count the number of studies done on job satisfaction. But unions are only beginning to get interested."

It underlines its belief that the "ultimate objective" of management-inspired participation projects hasn't changed. The methods of squeezing higher productivity out of the workers have become more civilized, but the workers are still helpless: all the important economic decisions relating to closures, layoffs, technological changes, or production transfers are still off limits.

But, it warns: "It won't be enough to resist modern boss tactics. We'll have to find our own strategies responding to the same needs of humanizing work conditions without assassinating the union. We'll have to see how far we can go when we're invited to share responsibility without being given access to real decisions".

When Ed Broadbent was New Democratic Party MP for Oshawa-Whitby in 1970, he wrote, "industrial democracy will probably develop as the question for the 1970s within both the trade unions and political parties of the left." Now, as parliamentary leader, he says Canadian unions must "deal with this question themselves, just as they dealt with more traditional and still-pressing labour problems. And until they think it's among the more pressing matters to be dealt with, it will remain Utopian... not become a serious matter for industrial relations."

It's not a Utopian idea in Québec anymore. Members of the CNTU are forming committees in factories, pooling information that for years has been dribbling into dead ends. The workers, after years of feeling their intelligence stripped away like bark off a tree, are discovering they're not so dumb after all.

And, as a group of employees near Montreal showed, they won't be willing to just accept management's declarations that the company will go out of business if it has to pay higher wages. When factory officials in Varennes threatened to close a plant because of workers' demands, the union men left the negotiation room and returned 15 minutes later with a chain and padlock, saying:

"Here, if you want to close, go ahead. We'll reopen it ourselves."

Organizing Women Workers

by Monica Townson

Canadian unions have not made great strides in organizing women workers, and yet there are many who believe that the problems of equal pay and equal opportunity could be successfully confronted if more women workers were unionized.

Recent numbers are hard to come by—the latest returns under the Corporations and Labour Unions Returns Act are for the year 1972. They show that in that year, 24 per cent of union members were women, compared with just over 16 per cent ten years earlier. But only 19.5 per cent of all women paid workers were union members, compared with 34.9 per cent of men workers who were unionized.

These percentages were even less than in 1971, when just under 23 per cent of women workers had been union members, compared with nearly 40 per cent of men workers who were

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unionized. The drop apparently resulted because unionization did not keep pace with the rapid growth in the labour force.

Even in industries where there were more women workers than men, a higher proportion of the male workers were union members (see table).

The most obvious explanation for the fact that such a small percentage of women workers are unionized is the kind of work women do. Despite the tremendous surge of women onto the labour market—almost 40 per cent of working-age women are now working

for pay outside the home—the percentage of them concentrated in low-paying, low-skilled jobs is higher than ever before.

In 1963, for example, 61.8 per cent of all working women were employed in clerical, sales and service jobs. Ten years later, the percentage had risen to 62.9. For clerical jobs alone, 30.2 per cent of working women were employed in these jobs in 1963. By 1973, 34 per cent of working women were doing clerical work. At latest count, in March this year, 74 per cent of all clerical workers were women, compared with 72 per cent only three years earlier.

The traditional "female" jobs have remained largely unorganized—at least until quite recently—and it is not easy to pinpoint the reason.

There are undoubtedly some who would argue that women's lack of

The extent of unionization

Industry	Women			Men		
	Paid workers	Union members	Union members as percentage of paid workers %	Paid workers	Union members	Union members as percentage of paid workers %
Agriculture	18,000	46	0.3	81,000	131	0.2
Manufacturing	485,000	148,559	30.6	1,501,000	629,997	42.0
Construction	28,000	1,102	3.9	462,000	259,906	56.3
Transportation, communications & other utilities	131,000	55,234	42.2	614,000	302,611	49.3
Trade	536,000	31,399	5.9	839,000	63,240	7.5
Services	1,320,000	251,135	19.0	847,000	178,687	21.1
Public Administration	177,000	84,202	47.6	436,000	252,958	58.0
Finance, insurance & real estate	240,000	1,719	0.7	184,000	2,766	1.5
All industries	2,945,000	575,584	19.5	5,160,000	1,801,617	34.9

Source: Statistics Canada, Corporations and Labour Unions Returns Act, Report for 1972, Part II Labour Unions.

interest in unions is a result of their supposedly tenuous attachment to the labour force. As if to prove the point, the Manpower Department recently released information from its yet unpublished study on the Canadian work ethic and job satisfaction, which appears to indicate that most working women are in the labour force because they do not have enough to occupy their time at home.

The entire study will not be available until later this year. But the three male journalists who received advance copies reported under headlines proclaiming "Women work to keep busy" and "Lure of the kitchen." According to these reports, only one woman out of five works in order to feed her family. Most working women, said these reports, work in order to keep busy, as a form of recreation, or to produce a nest egg.

It is hard to reconcile such results with data from the United States and from the Women's Bureau of the Canada Department of Labour, which indicate the contrary is true.

Until more details are available, the Manpower Department's survey methods must remain open to question. Results are apparently based on the reaction of respondents to various statements, such as "earning a good living is the most important thing to me." Since most working women must find it well nigh impossible to earn a "good living" at the kind of salaries they usually receive, their answers were no doubt coloured by their actual work experience.

It is frequently the wife's earnings that raise a family out of poverty

The U.S. Bureau of Labor Statistics released information in November last year that indicated it is frequently the wife's earnings that raise a family out of poverty. In husband-wife families in the U.S., 11 per cent have incomes below \$4,000 a year if the wife does not work; when she does work, only 3

per cent have incomes below this level.

In Canada, 1972 statistics (the latest available) show that in husband-wife families where the wife is in the labour force and where there is at least one child under the age of 6, the husband's income is less than \$10,000 a year in 68.3 per cent of families. Where there are no children under 6, but probably older children in the family, the husband earns less than \$10,000 in 66.7 per cent of the families.

The contribution of these working mothers to family income is obvious from another set of figures. Where the wife works and there is at least one child in the family under 6 years of age, the average income of the husband is \$8,916. But the average family income is \$12,430. For families with no children under 6, where the wife works, the average income of the husband is \$8,887 and the average family income is \$13,874. The average family income where both husband and wife work was \$11,691 in 1972.

But in husband-wife families where only the husband works, the average family income was only \$9,602.

The U.S. study, referred to above, showed that of all women workers in the U.S., one out of ten is a family head, and among all poor families, more than two out of five are headed by women. There is no reason to believe that the Canadian experience is vastly different from this.

Women's lack of participation in unions more likely stems from other causes. A Cornell University study says barriers against women's involvement in labour unions can be grouped into three categories:

- personal-cultural—including extensive home responsibilities and lack of personal self-confidence;
- job-related—including discrimination by employers against union employees;
- union-related—including unfamiliarity with union procedures and a need for encouragement to participate.

Despite the increase in women membership in unions, says this study, few women hold governing and high appointive positions.

There is no doubt, says Mona-Josée Gagnon of the Québec Federation of Labour, that family responsibilities often keep women from participating in unions. Yet unions, says Ms. Gagnon, could play an important role in getting better salaries and benefits for women workers.

The QFL now has a women's committee that is collecting information on the position of women and what unions can do to help them. Interestingly enough, under Québec law, a woman worker still must have her husband's permission to become a member of a union.

The Canadian Labour Congress national committee on human rights issued a report on women's rights just over a year ago. According to its suggested plan of action, "the labour movement should reaffirm its support for equal opportunity and equal pay principles. All union contracts should contain clauses barring discrimination on grounds covered in ILO Convention 111" (which includes a ban on discrimination on grounds of sex and which has been ratified by Canada.)

Women union members face the same attitudes encountered by women workers in general

Unfortunately, statements by central union organizations cannot guarantee that rank and file union members will be equally enlightened. When it comes right down to it, women union members face the same attitudes encountered by women workers in general.

It is less than two years ago that trade union men were among those who booed and hissed when an NDP meeting narrowly passed a resolution that the status of women workers should be a subject for discussion.

Said Sylva Gelber, director of the Women's Bureau in the Canada Department of Labour, of the incident: "Such sentiments against fellow workers come ill from those whose struggle for existence was based on the slogan 'Solidarity Forever.'"

But collective agreements are still being negotiated with separate pay scales for men and women workers. Local 630 of the United Rubber, Cork, Linoleum and Plastic Workers of America last year renewed a three-year contract with a firm in Granby, Québec, giving men hourly workers an

increase of 45 cents an hour and women hourly workers an increase of 35 cents an hour.

The Service Employees' International Union, an AFL-CIO-CLC affiliate, renewed a contract for 18 months setting the basic female pay scale in the range \$422-\$456 a month and the basic male scale in the range \$506-\$540 a month. The Tobacco Workers' International Union negotiated separate female pay scales with two different tobacco companies last year. The Bakery and Confectionery Workers' International Union negotiated increases for general labourers (male), and the Retail Clerks' International Association negotiated for junior clerks (male).

And unions that negotiate percentage wage increases for their members are in fact widening the gap between male and female salaries.

The old attitudes are apparently slow to die. And working women might be forgiven for wondering whether they ever will die when no less a person than the Ontario Minister of Labour speaks out against equal pay.

John MacBeth is reported to have told the Brampton Rotary Club (April 14) that "society is not completely sold" on the concept of equal pay for equal work. According to Mr. MacBeth, "If we suddenly put in legislation and society is a long way from carrying it out, then we would have to classify everybody by nature of work and wage. It would cause an administrative nightmare and the bureaucracy no one wants to see."

Unions leaders, who are almost always men, may have other priorities. Elizabeth Fenton, secretary of the Canadian Telephone Employees' Association, which has a 50 per cent female membership, says that day care, for example, came up for the first time last year as a possible subject for collective bargaining, but it was dropped for lack of interest. The

CTEA, which bargains for craft and services employees (mostly men) and clerical employees (mostly women) as well as a small number of equipment sales people, has 14 full-time paid officers—seven men and seven women.

"The organization is set up to encourage women to take responsibility and make decisions," says Ms. Fenton. Often a woman who is elected a union representative at the local level will refuse a promotion in order to get more union experience. The women are willing to accept responsibility, says Ms. Fenton, and they are often "more pragmatic and practical in dealing with union business, while the men tend to get into philosophical arguments." Ms. Fenton believes that CTEA women can often be tougher than men when it comes to dealing with management.

But up until now, women have not generally made it into union management. In 1972 (the latest figures available for Canada) only 9.4 per cent of the 1,005 executive board

members of all unions were women. This was even less than the year before, when women had been 11.1 per cent of 720 executive board members.

U.S. studies indicate that women are more often research directors or editors. And that where they do hold leadership roles, it is more likely to be at the local level than at the national level.

Women were better represented at the higher levels of professional and public service employee associations in the U.S. for both elected and appointed positions. In these unions, women accounted for about 60 per cent of the total membership. But of 24 unions with at least 50,000 women members in 1972, only 6 out of a total 187 officials were women. The 6 were found in these unions: The Amalgamated Clothing Workers, the Electrical Workers, the Ladies' Garment Workers', the Railway Clerks and the Textile Workers' Union, which had two. Of the 556 members of executive boards in these unions only 18 were women.

Economist Virginia Bergquist, formerly in the division of Industrial Relations at the U.S. Bureau of Labor Statistics, says that "this low level of women representation was evident throughout the entire labour movement."

Change may come more quickly in the United States now that the Equal Employment Opportunity Act has outlawed discrimination in employment and is compelling companies to institute "affirmative action" programs to increase their utilization of women workers.

But such laws and a heightened awareness among women workers here seem to be lagging behind the U.S. The Coalition of Labor Union Women, which brought together U.S. women union members to press for their special interests, is already a year old. The founding convention,

held in Chicago in March last year, pledged to improve the lives of working women by becoming more active on women's issues within their unions.

CLUW is committed to encourage unions to be more aggressive in their efforts to organize women who are still not union members; to strengthen women's participation in unions, especially at the policy-making level; and to encourage unions to take positive action against sex discrimination in pay, hiring, job classification and promotion.

CLUW has apparently kept a low profile since its founding. But leaders met in January with George Meany, president of the AFL-CIO, to talk about objectives. According to Mr. Meany, "The fact that women are not in high places in the trade union movement is certainly not because of any undemocratic practices. It's just the way things happen today. I found, in my long experience," he says, "that women are very, very effective in the trade union movement at the local level. But when you move into the international (union) level, that involves problems that seem to prevent the women from moving up."

In Canada, the Canadian Union of Public Employees has launched a major program attacking sex discrimination within its own ranks and at the workplace. More than 40 per cent of CUPE's 200,000 members are women, and the program is the union's contribution to International Women's year. According to CUPE president Stan Little, "It's designed to promote the full participation of women as union members and to encourage unionists to eliminate the discrimination women face at work and in the community."

While the program is in operation, pamphlets and booklets will be published assessing CUPE's success in attacking sex discrimination, and outlining the achievements and

Photothèque



Almost 40% employed



Less than 20% unionized

difficulties of CUPE's women members. Audio-visual aids and other literature will be used in all CUPE conventions and seminars throughout 1975. And there will be a major workshop organized to help prepare CUPE's women members to be more effective in fighting for equality through collective bargaining.

When dealing with management, it is difficult to separate the problems of being a woman from the problems of being a nurse

Says Grace Hartman, CUPE secretary-treasurer, "We think that the mechanism of collective bargaining can be used in all places of employment to win equal rights for all workers, but most particularly for women."

Shirley Carr, formerly a CUPE leader and the first woman to be elected to top office in the Canadian Labour Congress, believes that women are now becoming more aware that they should be active in the union movement, but she is concerned about the attitude of women in unions. "All too often, women are against women," she says.

There may be special problems in organizing women workers in an industry that employs women almost exclusively, as Marie Mullally, syndical consultant with United Nurses has found. United Nurses is one of three nursing unions in Québec, where only about half the practising registered nurses are unionized.

The union operates a closed shop at the hospitals where it is accredited. But, says Ms. Mullally, "It's hard to get members active in the union, and to take responsibility. The majority of nurses are really reluctant to make their problems known" she says. The basic reason, she thinks, is that the role of the nurse is very similar to the role women have been expected to play in society in general. The profession, too, has a long tradition of service and dedication.

Says Debra Robinson, also a syndical consultant with United Nurses, "The union tries to organize them as a group, but they're often reluctant to get involved. They feel their job at hospital level is very hard and they are indoctrinated to think they are there to help people and they shouldn't have problems." Ms. Robinson believes that management is well aware of this traditional attitude and takes advantage of it by being patronizing and paternalistic.

Younger nurses, who enter the hospitals direct from community

colleges, are less willing to accept heavy work loads and poor salaries, Ms. Mullally believes. The union has a program of workshops and training programs, through its representative system in hospitals, to make nurses more aware of their position and to tell them what the union can do to help them.

As far as dealing with management is concerned Ms. Mullally believes it is difficult to separate the problems of being a woman from the problems of being a nurse. "The fact that it's a group of women dealing with management," she says, "makes it more difficult because women are not as prepared to face management in a worker-boss confrontation. Perhaps it's more difficult for a woman to face a male boss and express discontent with working conditions—but then male nurses may have this problem too," she concedes.

A change in attitudes is possible, at least in the opinion of Sylva Gelber. "The trade union movement in Canada must be persuaded honestly to accept a heavy responsibility toward the women workers of this land," she says. "It is incumbent upon its leadership, in the interest of all workers, to initiate programs designed to organize the unorganized sector of the labour force consisting of women and, at the same time, to embark on an educational campaign among its own rank and file to provide a hospitable environment for those women workers.

"The established trade unions must be prepared to change the present environment that permeates their ranks," says Ms. Gelber, "They must extend to women workers precisely the same trade union principles that the unions have traditionally extended to male workers."



Bob Cunningham

"Lifetime Employment" System in Japan

—Hiraki Miki

President, Nissan Automobile Co. (Canada) Ltd.

Lifetime employment in one company, salary by seniority, and management by consensus—common features of industrial and employee relations in Japan—were compared with North American models by Hiraki Miki, president of the Nissan Automobile Company (Canada) Ltd., at the Personnel Association of Toronto conference in April. Miki said Japanese-style industrial relations must be understood in the social context of the family, which is still the predominating social model in Japan.

"In Japan, an employee is very proud

to have spent a lifetime with one company. This is in contrast to the North American tendency to brag about the number of jobs one has had with several employers in order to achieve promotion." He explained that the concept of "lifetime employment," in which it is almost unthinkable to fire an employee because it would be comparable to banishing a member of the family, gives rise to the "salary by seniority system" where length of time with the company is the major determinant of how much an employee earns.

Miki also explained "management by consensus," considered a unique feature of the Japanese industrial scene, in which a middle-management person who comes up with an idea, without the approval of his immediate supervisor, starts talking with his counterpart from another division in order to work out a complete plan of action for eventual presentation to top management. Miki contends that this system ensures that lower-level employees have a major say on how the company is run and that their

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Bob Cunningham

Management Told: "Unions Are Your Adversary"

—Jules Justin

Director, Industrial Relations Workshop Seminars

Long-time advocate of "management rights" and author of *How to Manage with a Union*, Jules Justin outlined his theories of hard-line dealing with unions to the P.A.T. conference in April. Justin, a member of the United States National Academy of Arbitrators and the Labor Law Committee of the American Arbitration Association, told delegates that current militancy among unions is not from the rank and file union membership but from the dissident elements of the unions. He warned managers that "unions are your adversary" and said "management knows nothing about

labour relations."

Justin characterizes management as "wanting to be nice, and wanting employees to be nice, "while failing to realize that "unions are loyal only to unions."

Now an industrial relations consultant in New York City, Justin is also a mediator-factfinder for the New York State Public Employment Relations Board. He was formerly an associate professor and director of the Industrial Relations Workshop of New York University, and served for more than

30 years as an arbitrator and chairman under collective bargaining agreements.

His stance on labour relations includes the tenet that "unions don't give management the right to manage, so management should ask for a retained rights clause where everything management doesn't grant is retained by the employer." Justin points out also that contracts not only give benefits to employees but also impose conditions of work, and

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Bob Cunningham

"Collective Bargaining Unfairly Criticized"

—T.E. Armstrong

Chairman, Ontario Labour Relations Board

T.E. Armstrong, chairman of the Ontario Labour Relations Board, compares collective bargaining to "the hypochondriac continually taking his temperature, weighing himself, having his blood tested," and "a non-stop investigation with everyone giving tongue to the deficiencies and inadequacies of the system."

Armstrong, a lawyer who practised labour law on behalf of unions before his appointment last year as board chairman, admits there are weaknesses and deficiencies in collective bargaining, while also saying

the system is "the victim of unfair and exaggerated criticism." He outlined the major sources of this criticism and gave reasons why collective bargaining is so heavily under fire in an address to delegates at the P.A.T.

"Much of the current criticism in Ontario is a spill-over from the public sector—civil servants, primary and secondary school teachers, community college instructors, and others—where true collective bargaining is a new and somewhat unfamiliar tool." Armstrong sees this unrest in public sector bargaining as a temporary

phase of adjustment, however. "Not only are the combatants in these public areas relatively inexperienced in the techniques of bargaining, but the legislative framework in which they operate is still in the formative stages."

"When the thrust and direction of policy in these areas becomes clearer; when some of the legislative gaps have been filled; as the parties mature in their attitudes and techniques; when the shock of catch-up settlements in

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Bob Cunningham

Employee Profit-Sharing Schemes Discourage Formation of Unions

—Dean Muncaster

President, Canadian Tire Corp.

To reduce the "threat of an employees' union" was among the reasons given by the president of Canadian Tire Corporation, Dean Muncaster, for businesses to implement employee profit-sharing schemes—financial rewards tied to job performance—and to give employees the opportunity to use all their capabilities on the job.

Muncaster, who is also a director of Ontario Hydro, National Trust Company, Canadian Pacific Hotels, Black and Decker Manufacturing, and the Retail Council of Ontario, advised

delegates and top executives of Canadian companies attending the P.A.T. "presidents' luncheon" in April to clearly establish the objectives of a job, and the lines of authority, "then to leave the employee alone to do the job."

He also advised top-level executives to delegate as much authority as possible rather than to impose rules from the top, to minimize control procedures, and to maintain consultation and inquiry with the people who actually do the job, in order to obtain and maintain high

work performance and foster employee loyalty.

Muncaster said he also favors more companies adopting the Canadian Tire approach to employee profit-sharing, which ties earnings to performance, a policy that leads to high motivation, he says, because employees have their own interests at heart in working hard for the company. He also said profit-sharing schemes have proved effective in reducing employee turnover. Muncaster told the gathering that the higher the level of satisfaction with the job, the less likelihood employees will want to join a union.

Birds of happiness don't fly over a swamp of hatred and dissension...

—Hiraki Miki

plans and opinions are considered at the highest levels.

Similarly, Miki says that company unions are fostered and respected, in contrast to the usual situation in North America, where the formation of a union follows a long and bitter struggle against management oppression, and where the management-union confrontation continues after the union is established.

In attempting to explain the usually harmonious union-management relations characteristic of Japan, Miki quoted the Nissan motto: "Birds of happiness do not fly over a swamp of hatred and dissension. Human

accomplishment, in terms of knowledge and achievement, works only when humans work together. Mutual dependence and respect between management and labour is the key to success and is the pride of our company."

He further explained that in most companies top union officials hold monthly conferences with management on all aspects of company operations. This union-management consultative tradition is fostered by the fact that most Japanese union leaders are university graduates in business-related subjects, and they tend to "participate in all phases of company management rather than just demand their share of company profits."

Another feature of industrial Japan, where one third of its 36 million workers are unionized, is the annual "spring offensive" when unions ask for their wage increases. Miki contends that even during the recent cycle of inflation and other economic woes that have put the tradition of "lifetime employment" under severe stress, both Japanese unions and companies believe it is of mutual benefit to retain full employment and high standards in working conditions.

Miki bemoaned that the strong family ties that often characterize the personal lives of Canadian workers are only infrequently extended to the workplace.

"Medical certificates are fakes and frauds"

—Jules Justin

management must ensure that unions live up to their part of the contract.

He warned employers that oral reprimands have no value and that written reprimands and corrective discipline are keys to better work production. He also expressed the opinion that unions do not want pilferers, fighters, drunkards, and other troublemakers among their ranks but that they are obliged to defend them. Justin maintains that "99 per cent of employees respect their job and their supervisors, but they don't respect a supervisor who turns a blind eye to infractions." He told employers to apply all rules and regulations equally to all employees and that favouritism is a major failing in the eyes of the union.

He also told management not to be overly concerned with employee-initiated grievances because, "union shop stewards are not re-elected because they win grievances, only because they raise them... unions are like political parties... union shop stewards and committeemen deal in patronage the same way politicians do." Management should stick by the rules laid down in the contract, he said, because unions don't always want to win the grievance, "unions survive on the raising of grievances, not the winning of them."

In dealing with chronic absenteeism, Justin advises management not to accept doctors' certificates, which he terms "a fake and a fraud," without

corroborating evidence. In these cases, he advocates having the employee fill in a form that asks such questions as, "were you confined at home during your absence from work?; did you leave home? if so, why?" Justin maintains that "95 per cent of employees won't lie in writing, but 95 per cent of doctors will lie on a doctor's certificate."

Among other suggestions to management personnel, extracted from his more than 1,000 pages of published text on dealing with unions, was the admonition to "never consult with a union on any matter not specified in a contract" and "avoid joint committees of any type including safety committees or joint evaluations because they just don't work."

"People contend trade unions and employees ignore labour relations laws with impunity"

—T.E. Armstrong

the public sector subsidizes; and when... the public sector learns how to adjust to collective bargaining, perhaps the Jeremiah chorus will subside and it will be seen that collective bargaining is alive and well and may even work in the public sector."

He expressed concern also about the public's generally negative feelings about collective bargaining because it feels there is a breakdown in the rule of law in labour relations. "People contend trade unions and employees can and do ignore labour relations laws with impunity and the state is powerless to enforce compliance." Armstrong was quick to deny that Ontario unions are prone to defiance of the law in their strike and other actions, by pointing out that the main source of complaint in this area has been in the public sector, where there is strike-prohibiting legislation.

"Hospital employees and government workers have threatened mass defiance of anti-strike legislation to achieve economic gains that some thought were unjustified and that most predicted were unobtainable."

He admitted, however, that "this politicization of bargaining process is a fairly recent and troublesome phenomenon. The press—perhaps accurately reflecting public perception—is critical of settlements achieved in response to what is characterized editorially as extortion bargaining."

Though proclaiming that, "solutions to these problems in the public sector are urgently required," he asked whether it was fair to criticize bargaining in the private sector on similar grounds where the "extortion

technique" of mass defiance of anti-strike legislation is not available.

While acknowledging that in 1974 Canada lost a record number of man-days through strikes, Armstrong suggested that note be taken also of the more encouraging but less well-publicized statistic showing that from 1967-1974 only 5.7 per cent of collective agreement disputes in the private sector resulted in strikes or lockouts.

He warned, however, that the public must be resigned to the fact that "the strike is a feature of our industrial landscape" and can best be described as "an environmental inconvenience."

Armstrong said most illegal or wildcat work stoppages last year were in cases where a relatively long-term contract was in effect and had been negotiated before the latest inflationary period, but that employers were within their legal rights in refusing to consider mid-contract wage increases.

Although not justifying the actions of unions involved in such wildcat work stoppages, Armstrong noted that "unusual economic pressures were operating—to which many employers responded voluntarily. So I do not believe that it can fairly be said that the 1974 experience constitutes reliable evidence of any permanent attitudinal changes in the private sector towards the law and its observances."

Armstrong said he upholds existing regulations in the private sector for terminating illegal work stoppages. Under provisions of the Ontario Labour Relations Act, the Labour Relations Board issues an illegal-strike declaration and after a request by the

employer, issues a consent to prosecute in the provincial courts. He assured employers "there is every indication that the strike declaration continues to be an effective deterrent. Of the 68 applications for illegal-strike declarations in 1974, 41 were withdrawn before the hearing because the striking employees had returned to work.

"This is a conclusive indication that the threat of formal adjudication achieved its purpose and induced the offenders to resume work...this casts some doubt on the theme of those critics who say that the law and its enforcement agencies have lost all authority." Armstrong also came out strongly against the notion that recent levels of settlements in the private sector have been major contributors to inflation.

"I suggest that the system of free collective bargaining should not necessarily be treated as the sole scapegoat. There are unusual and disturbing pressures in 1975...which if they become intolerable may in time lead to a re-examination of many of our free-market techniques. In any such re-examination, the resilience, adaptability, and historical successes of collective bargaining should not be forgotten or underestimated."

He also defended the Ontario conciliation system, saying that "alternatives in other jurisdictions have not been encouraging." He termed "a failure" the British Columbia Mediation Commission Act, which he said is the closest any Canadian jurisdiction has come to forcing the resolution of bargaining disputes in the private sector into an adversary, labour-court setting. While expressing skepticism about the value of the Mediation

Commission, Armstrong voiced support, however, for greater third-party intrusion in the process at a "much earlier stage" than compulsory arbitration.

He further suggested that in critical, dispute-prone industries, there is particular need for a skilled mediator much earlier in the process. "Under the Ontario Labour Relations Act, conciliation is now available only following direct negotiations and not earlier than 90 days prior to the termination of the agreement; typically...it is applied for much closer to the termination date of the agreement. At that point, positions have been rigidly polarized, membership expectations have often been unrealistically aroused and, not infrequently, personal antagonisms between members of the negotiating committees have arisen without the aid and modifying influence of an experienced conciliator."

Armstrong further pursued the implications of tripartite involvement of government, management and labour in the dispute settlement process: "Could not senior, respected leaders of labour and management be co-opted by the government to act as a disputes advisory committee...persons who because of their stature, could deal candidly with the bargaining parties, explain to them the hazards of their positions and offer frank, constructive and acceptable advice on how to break the impasse.

"This concept, if used cautiously and selectively and not as a substitute for the voluntarism that is the major strength of free collective bargaining, might be built upon the hope of moderating some of the undesirable features of the adversary process."

He also came out strongly in favor of the establishment of a pre-hearing conference for Ontario labour disputes in which "the hearing panel convenes a meeting of all parties prior to the calling of evidence, to explore with them the ambit of their dispute, to see if there are facts that can be agreed upon."

Armstrong noted also the continuing controversy over Ontario's rule that 65 per cent of employees must support an application for certification as a union bargaining agent, where as in several other provinces a simple majority is sufficient.

Although he said it was difficult to obtain any conclusive confirmation that Ontario's certification requirements are "restrictive" or "punitive," Armstrong noted that some critics feel that no single factor has contributed more to trade union dissatisfaction with the operations of the Ontario Labour Relations Board in recent years than the increase, in 1971, in the percentage requirement for outright certification to 65 per cent.

He says that proponents of British Columbia's system claim that certification should be seen as a licence to bargain and accordingly it should be issued on evidence of majority support, whereas the underlying premise of the Ontario 65-per-cent rule is quite different in that it reflects a belief that there needs to be some margin for error.

In defence of the Ontario system, he said that some of the membership cards may not represent the authentic wishes of the members and that something more than a simple majority is necessary to ensure that the bargaining agent has a true mandate. He pointed out also that

when Ontario raised its level to 65 per cent in 1971, it made very little difference to either the volume or the success rate of certifications.

Nevertheless, Armstrong indicated some support for the simple majority system when he said, "...trade unions, with whatever difficulty and lingering resentment, have more or less accommodated themselves to the new higher percentage. This resentment still lingers and I think it may legitimately be asked whether there is at stake a matter of principle sufficiently important to justify perpetuating the irritant and absorbing the considerable resentment." He noted also that Ontario, with a considerable concentration of Canada's skilled manpower, has the poorest success record in organizing unions, with only 29 per cent of the labour force unionized compared with 43.9 per cent in British Columbia. Similarly, he noted that only 67 per cent of applications filed in Ontario last year resulted in certification compared with 89 per cent in British Columbia.

Armstrong also admitted "some frustration at the passive role that the board must play, a passivity dictated in part by the legislation, in part by the rules of natural justice relating to the conduct of hearings, and in part by the weight of tradition...which has seen the board as having a limited conciliatory or problem-solving function."

Nevertheless, he said, "even under existing legislation I believe that it is possible for us to make greater and more effective use of our field staff in a mediating role: for example, in the resolution of differences on bargaining unit descriptions and in the settlement of unfair labour practice complaints."

McGill IR Conference

Collective Bargaining In Economic Uncertainty

by Roy LaBerge

Collective Bargaining in Economic Uncertainty, the theme of the 24th annual conference of the McGill University Industrial Relations Centre, April 16-18, could not have been more timely. The 115 participants—from government, management, labour and universities—heard the current economic uncertainty spelled out by speaker after speaker: a combination of high unemployment, unchecked inflation, lagging productivity, and a near stoppage in economic growth.

Most agreed with Carl E. Beigie, executive director of the C. D. Howe Research Institute, that there would be no economic upturn until 1976 at least, and that high unemployment would continue long after any recovery came.

A former editor of Canadian Labour, Roy LaBerge teaches social science at Algonquin College, Ottawa.



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Frances Bairstow, director of the McGill centre, said economic uncertainty had placed tremendous pressure on the collective bargaining process: Canada had lost more than nine million work days through strikes last year, largely because of inflation. This year, contracts covering more than a million workers are up for renewal, and unions are seeking higher than usual increases both to catch up and to protect their members from further inflation.

The conference opened just six days after Finance Minister Turner had outlined to the provincial premiers the federal Government's hopes for a national consensus on a voluntary program of economic restraints that would include general acceptance of targets to slow inflation to acceptable levels.

The federal proposal came in for strong criticism from some of the conference participants.

The opening speaker, Dian Cohen, an economist who writes for *The Montreal Star* and *The Toronto Star*, said voluntary restraints would not be effective because people had no assurance that others would also practise restraint. She added that



Crispo

even mandatory restraints would not be effective because they required broad public support, and Canadian voters had rejected them in the last federal election.

And on the closing day, Dr. John Crispo, dean of the University of Toronto's faculty of management studies, expressed this blunt opinion: "I don't believe in this consensus stuff. The unions will have a split personality and a public relations problem. If they don't go along with it they're damned; if they do go along, and they can't deliver, they're going to get mud on their face. I hope they have the courage to stand up and say: 'That isn't the way'."

However, Tom Eberlee, the federal deputy minister of labour, said it was unfortunate to start passing that judgment before the parties who had been dealing with the government had made up their minds.

"In fact, to create a climate in which there might be a belief that the effort would not succeed is perhaps a positive disservice to the whole exercise," Eberlee added.



Eberlee

"There is a conscious determination this time around to carry on the discussions in a rational way, a quiet way, without backing the trade union movement into a corner."

This contrasted with the attempts of the Prices and Incomes Commission in 1970 "when the government came out with bands playing and banners flying, and the natural result of the whole exercise was that the thing didn't work."

"I don't believe in this consensus stuff. The unions will have a split personality and a public relations problem"

Mrs. Bairstow spelled out two specific industrial-relations questions the conference was trying to answer: "How does management plan an approach to negotiations with its employees in such an uncertain economic climate? And how does a union leadership do the best job possible for its members without

jeopardizing the continuing profit position of the company or the tax position of a government employer?"

R. J. Bilodeau, chairman of Honeywell Limited, said such uncertain times imposed a need for more careful planning: a complete, formal review of company strategy, followed by the development of a broad set of options to match possible changes in conditions. He added: "We must always think in terms of things that could change our plans, and prudence demands that we be equally prepared for the worst or for the best."

When it appears necessary to lay off some employees, "we must be careful to introduce into the cost-benefit balance the loss of flexibility and fast response that results from such layoffs. A skilled employee, once laid off, may be gone forever."

Bilodeau said employees resented being considered "pawns in a huge game of chess," in which management behaves "capriciously." Hence, in planning, "it is evident that we must do everything possible to retain the trust and confidence of employees, and the best way of doing that is by 'squaring' and communicating properly with them".

Edward E. Seymour of the Textile Workers of America, said the textile industry faced a crisis in 1950 because of a substantial increase in imports. Plants were shut down and thousands of jobs lost. Nevertheless, the textile unions vigorously opposed company proposals to cut wages and increase workloads, "and the stand we took at that time resulted in a more efficient textile industry."

Seymour said many industries, including auto, steel and chemical, were now experiencing conditions to which the textile industry had long been accustomed.

Cost of living allowances (COLA), while found to have some merits,

were rejected as a "total and easy" solution to collective bargaining in economic uncertainty. Management participants complained that they tied companies to sometimes unpredictable costs. Union spokesmen criticized them on the grounds that they were tied to the consumer price index, which, the unionists felt, did not measure living costs accurately. Some COLA clauses were "capped" with maximum increases, and pressure was sometimes exerted on workers to accept only the COLA increases, which meant no improvement at all in their standard of living.

"We're in a mess in collective bargaining, but ... it is sort of a mirror image of what's going on in society"

Jaffray Wilkins, director of the federal government's pay research bureau, said he found a great deal of confusion throughout the country about the advantages and disadvantages of COLA clauses to both employers and employees.

The participants also considered the growing problem of membership rejection of tentative agreements, "an ever-present ghost at the bargaining table."

There was little statistical information available on ratification votes, but Eberlee reported that in industries under federal jurisdiction, 23.9 per cent of tentative agreements arranged during the conciliation stage were rejected by union memberships last year. He said, however, that this was not necessarily indicative of the whole Canadian experience. Federal

jurisdiction covered less than 10 per cent of all collective bargaining in Canada, and his department's study covered only cases receiving conciliation services.

He said more research was needed, and he hoped a co-operative federal-provincial effort could be arranged to identify the rate, incidence and causes of rejection.

Very few unions in Canada now vest full power to conclude an agreement in a negotiating team. In most, membership acceptance is mandatory.

Eberlee described ratification as an integral part of a collective bargaining system "based on the idea that people should have a say, through leaders and representatives, but also directly, in the determination of their working conditions".

Although the consequences of membership rejection had "perilous implications" for collective bargaining, Eberlee did not believe the time had come for legislated approaches to the problem: "I believe it is still something the unions themselves should cope with."

The current trend of settlement rejections was only another aspect of labour-management relations in a period "greatly agitated by a bewildering complex of economic and social factors." The ratification problem "was not a very major factor in creating the difficulty."

André Ferlatte, a vice-president of the Canadian Paperworkers Union, said that to call into question the right for membership ratification was comparable to removing the right and the need for approval of the agreement on management's side by senior company or government officials.

A great deal of confusion throughout the country about the advantages and disadvantages of COLA clauses

However, what Ferlatte described as a "democratic union process," at least one management representative described as "anarchy." H. F. Allison of the Canadian International Paper Company said negotiators should come to the table with a mandate to negotiate an agreement "without having to go back and submit it to a mob."

Other conference speakers included Professor Shirley Goldenberg of the McGill centre, who described the unique situation of government as employer; Richard Prosten of the AFL-CIO's Industrial Union Department, who discussed problems in the use of comparative data in negotiations, especially in multinational corporations; Paul Malles, an economic consultant with the Economic Council of Canada study of the labour market, who spoke on productivity as a subject for collective bargaining; and Dr. Arnold Weber, provost of Carnegie Institute of Technology, whose predictions for the U.S. economy were as gloomy as those given by Canadian speakers for this country.

Crispo summed up the feelings of many of the participants with this observation: "I see a lot of gloom and doom around, but I refuse to believe we're down and out. We're in a mess in collective bargaining, but I keep reminding myself that it is sort of a mirror image of what's going on in society."

An Interview with Stanley Hartt

by Ted Weinstein

A labour lawyer's views on the conciliation process

You can talk about the weather but you can't do anything about it. The same may hold true about industrial relations, a topic threatening to replace weather as today's No. 1 subject of conversation and surprises. Industrial relations and weather are similar in several respects: both are unpredictable, both can run to extremes, both can change very quickly. And both tend to occupy a great deal of the time and attention of the people they affect—usually just about everyone.

Stanley Hartt is a Montreal lawyer who has given a great deal of thought to labour problems. A labour lawyer for 10 years, he has had varied experience in the complex world of industrial relations. He has arbitrated rights disputes, he has conciliated and mediated interest disputes, he is outspoken in his criticism of the current industrial relations climate and system. And he has his own ideas on

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how industrial relations in Canada can be improved.

"Instead of collective bargaining, we are tending more and more to crisis bargaining," Hartt said in a recent interview. "This is a question of strategy: how to get more out of the bargaining process, how one party can get a settlement closer to its end of the range of possible settlements.

"The tactic on the part of both union and management seems to be that in direct negotiations, meaningful concessions are withheld. Each party forms its own ideas about where it wants to go, but it doesn't tell the other party. Neither side uses conciliators or mediators properly, that

is confiding in them or allowing them to use information they have been given. What happens is that both sides reveal nothing, make no offers, make no concessions—stonewall right down to the last minute, hoping that everything will fall into place, with concession begetting concession so that there is a deal. The trouble is, both parties play the same game."

What has brought about crisis bargaining? In Hartt's opinion, it has been occurring over the past five to seven years, but "it's really getting serious now."

When the idea for a conciliation board was first devised—federally in 1907, provincially some years later—its purpose was to focus the glare of publicity on the party that was stubbornly holding up settlement, contends Hartt. Now the federal and the various provincial departments of labour have been undermining the usefulness of the conciliation board by leading the negotiating parties to believe that they don't have to make

concessions in direct talks, or even before the conciliation board or a mediator.

"The parties can afford to withhold concessions for a later stage because there is a later stage," Hartt asserts. "In 1907, when Mackenzie King drafted the Industrial Disputes Investigation Act, there was no later stage—the parties either settled at the conciliation stage or they took the consequences: bad publicity, strikes, economic losses. Now, when a board report is rejected as the basis of settlement, the labour minister or one of his high officials intervene.

"This process of adding stages upon stages flatters the negotiating parties," Hartt continues. "There are some unions, whose power would otherwise be negligible, who are flattered by the stage at which they settle their disputes, and by the concern that the federal or provincial department of labour shows them. Governments, by leading the parties to believe there will be further stages, induce them not to use the conciliation process at the stage it was meant to be used. And this 'lame-ducks' the conciliation board."

Hartt thinks this trend can't be reversed overnight. It will take conditioning similar to the conditioning that it took for the parties to stonewall and withhold concessions. "Pavlov's dog has to learn not to salivate at the sound of the bell".

Labour departments cannot announce one day that there will be no more intervention, Hartt says, because the result will be long strikes. There will be criticism of non-intervention. What is needed is a long-run policy aimed at gearing down the tendency to add extra stages to the bargaining process.

"If I were minister of labour, I would make a policy speech at an appropriate forum, such as a federation of labour convention, and

say crisis bargaining is the fault of both parties. But the Department of Labour has been encouraging this by catering to both sides and stroking their egos through the addition of non-statutory stages in collective bargaining.

"I would tell them that this is going to stop. When a particular test case arises, where the strike would hurt the parties involved more than the public, the parties would be told that if they don't settle after efforts at conciliation and the release of the conciliation report, there will be no further intervention. The parties will take the consequence of not using the tools of intervention that the law provides.

*"There are some unions,
whose power would
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stage at which they settle
their disputes"*

"This way, as minister of labour, I would be able to attend to my department, drafting policy, appearing in the legislature or the House of Commons, and not working myself into a state of nervous tension. In this way, I would allow the people who are able to do the conciliation work to do it.

In Hartt's view, back-to-work legislation induces the same psychological reasoning process. In every dispute there is always one party that feels it has gone the limit, and its offer is fair by any standard. This party thinks it cannot be hurt by back-to-work legislation. And a government cannot pass legislation the day after a strike begins because it would appear to be anti-labour, strikebreaking, or not allowing the system to work.

In a situation like this, maintains Hartt, a labour minister stands up and says

he is in favour of collective bargaining and not in favour of legislation "at this time". But after a strike of several weeks, the "at this time" becomes less pronounced, and there is a threat of impending legislation. Legislation is then introduced and passed.

"But before a labour minister can intervene, there has to be enough of a public outcry to justify the legislation. The net result is that if one party is waiting for the legislation—because that's the way these types of crises are settled—it is forced to wait the minimum length of time needed to generate the public outcry justifying political intervention. Before a settlement can occur, a strike becomes inevitable and there is no progress while people are waiting for the legislation. Instead of preventing strikes, such a process lengthens them.

"Again, as labour minister, I would pick my case and announce there will be no legislation, period. You see, the union leaders and the company negotiators would much rather say to their principals that they were fighting, they were tough, but the government, or the minister of labour, or the arbitrator, intervened. Back-to-work legislation is a political crutch for bargainers who should be made to take their responsibility and make a deal, go back to their principals and say they did agree to the settlement and it should be ratified. And even put their jobs on the line. Negotiators should be put in the position of thinking "deal" and concessions, not avoiding concessions.

Two themes Hartt repeats and stresses are concession and psychology. In his view, the two are interdependent: negotiating parties cannot agree on a settlement unless they concede, and to concede, they must be thinking concession.

"Multi-million dollar commercial contracts can be completed in two or three days of hard bargaining," he

notes. "But there seems to be a feeling that labour bargaining is special, that when two parties sit down and negotiate they have to behave differently than if they were negotiating some other kind of agreement. One reason for this is that the parties think justification, not concession. They have to justify their position to a third party—a conciliator or a mediator. If I want to buy a company and there is a third party in the room to whom I must justify my offer, my whole frame of mind is different than if I were negotiating with the selling party alone. In the latter, I would not have to justify my offer. We would be negotiating, we would be bargaining and thinking concession, and our psychological outlooks would be different."

A conciliation board is the third party in labour-management negotiations, says Hartt. It hears briefs and presentations that justify positions. Then the board has to bring the parties together. But the board first has to change their psychology.

"You have to take each party separately into a room and say. 'O.K., I've just read your brief and it's logical and each demand has been justified. But if you stick to it, you know we're not going to get an agreement because we've also read the other brief and we know how far apart you are. Now where are you really?'

"A conciliator has to get the parties to give him concessions he can use in reaching an agreement. Maybe the concessions are for his ears only, maybe they can be used to determine where an area of agreement lies. But getting parties to confide in the

"Governments, by leading the parties to believe there will be further stages, induce them not to use the conciliation process at the stage it was meant to be used"

conciliator after they have justified their positions—when they know that there's going to be a report at the end—leads them to tell the conciliator: 'Look, I'd rather you just write a report on my brief. If I give you concessions, you have to use them in the report, so the range of possible settlements is biased against me.' The conciliation board gives the pretence that there is something to decide, that there is a right and a wrong, and this induces the two parties to think in terms of justification: they explain their positions, support them with statistics, justify them, defend them, but don't give them up. They have to ask themselves whether they are being realistic, reasonable, instead of telling the third party, 'Here's why I'm right, here's why I deserve a 100 per cent increase in a one-year contract'."

To improve the conciliation and third-party stage, Hartt suggests several alternatives. In addition to making conciliation the last stage before a strike, he would eliminate any pretence of conciliators' adjudicating the dispute. This could be accomplished by the abolition of the conciliation report. Some provinces have eliminated the conciliation board and have replaced it by a conciliation

stage without a report. "The board chairman has two incompatible roles," Hartt asserts. "He's an adjudicator who hears submissions justified on fact and reason, and then before writing his report, he tries to knock together the heads of the parties in an attempt to get a settlement. When the parties are in one process, they know the other one is coming, and when they are in the second process, they know the report is hanging over their heads, and they still justify instead of concede."

"I think the report itself is a fraud, because I don't think any conciliation board chairman really renders an award on anything but where he believes the ultimate settlement should be. He justifies the award later. If the chairman is being honest, he comes up with a number he thinks will work, and he hopes the parties will take it for whatever reason."

Another bargaining improvement Hartt suggests is having the right to strike accrue from the date the contract expires, so that each party has a fixed date on which negotiations end and the right to strike begins. In his view, some employers find it in their interest to influence a strike date, so they delay procedures. They find something such as the union security clause difficult to comprehend, so they spend weeks sending it back and forth to lawyers.

"Any fool can say no and multiply or divide by two," notes Hartt. "The talent in negotiating is in the parties thinking how they can make a deal or be creative, how they can avoid strikes and what concessions they can make."

Social Justice: Still A Distant Goal

by Kalmen Kaplansky

Much has been achieved in Canada during the past years in defining and promoting the legal infrastructure for human rights. Central to the whole issue, however, is whether we have achieved meaningful social changes in Canada through changed employment and income patterns, and enhanced employment opportunities at all levels. In short, I share with many an uneasy feeling that we have moved very little toward the goal of universal social justice.

More than 30 years after the first human rights Act in Canada, more than 25 years after the founding of the first labour committee for human rights, it is time to take stock and to make a serious critical assessment of past achievements and future needs. It should tell us much about, among other things, the uses and limits of the law in seeking social justice.

The experience of the first 30 years has given us most of the legal and administration tools that we then

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thought were needed to achieve a more egalitarian society. That same experience, however, gives little assurance that the tools are or will be used effectively. It has revealed the inherent limitations of all laws. Moreover, it has exposed a host of frequently unexpected administrative and attitudinal constraints that tend to distort the intended effects of legislation as an active and positive agent for social change.

The next decade will tell us whether we can make the goal of equal opportunity in employment a meaningful reality. Without meaningful employment and economic opportunities there can be no solution

to the social problems of our times. Is it a practical proposition? I am convinced that substantial growth in minority and female employment opportunities is not only practical but that it would trigger off through our society an infusion of enhanced income, of dignity and of mobility for the beneficiaries, their families and the group of which they are a part. It could start for the first time not only a truly radical, but also a peaceful transformation of our entire social fabric.

*We have moved very little
toward the goal of universal
social justice*

Consequently, there remains one major conceptual legal problem that must be further explored if we are to achieve meaningful progress. This is the problem of equality of opportunity as distinct from equality under the

law. Linked to this is the contentious issue of the use of numerical standards (variously called goals or quotas) for participation by minorities and women in employment opportunities. The history of the period 1951 to 1975 makes it clear that the use of numerical or indicative goals may now become necessary if there is to be significant improvement in the employment opportunities of these groups. Milder medicine does not seem to work. The compensatory employment approach seeks to ensure equality of treatment by stressing genuine equality of opportunity. It endeavours both to take into realistic account the cultural, physical, educational and financial drawbacks and disabilities that tend to entrap disadvantaged groups in vicious circles of poverty and despair, and to help devise ameliorative techniques with which to extricate them from this syndrome.

The objective of human rights laws and practice should be a more egalitarian society

In other words, compensatory, positive or affirmative employment techniques are employment policies that seek to overcome the traditional lack of qualifications that disadvantaged people bring to the labour market, by helping them, through the introduction of certain well-defined "compensatory" measures, to achieve equality of opportunity for jobs and positions. While a compensatory employment system recognizes that "all men are created equal" it does not accept that all men are born with equal opportunity for advancement and employment.

Current protective laws in Canada were conceived at a time when we still had in our law books restrictive covenants, explicit prohibitions against



Genuine equality of opportunity needed

entire groups, exclusions based on race, ethnicity, religion, and sex. These had to be removed, and the laws accomplished this task. The definition of "discrimination" in ILO Convention No. 111 is a model of this earlier approach: "For the purpose of this Convention the term 'discrimination' includes...any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin that has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation;..." These laws met the concern of my generation of liberals, who wanted the law to be "colour-blind," so as to protect the visible minorities against the excesses of the majority. We failed to realize then, however, that a person's colour or race, or family background of poverty, do affect in many ways that person's ability to compete with others who are more fortunate for the available economic opportunities. The law, therefore, cannot remain blind to the adverse consequences caused by birth or environment.

Moreover, the current law can actually be used against the very people whom it seeks to protect, because it:

- prevents the gathering of meaningful employment statistics on minority groups and thereby robs the advocates of social change of a powerful tool;
- permits a doubtful interpretation of the word "preference," thus blocking compensatory or affirmative action programs for the benefit of disadvantaged people;
- is inadequate in dealing with a host of constraints and restraints—legalistic, attitudinal and administrative—that have blocked the implementation of the worthwhile objectives of our present-day human rights legislation.

Prof. Alfred Blumrosen dealt very clearly with this problem in a recent speech at York University:

"It did not follow that treating blacks and whites equally would deal with the dimensions of the problem thus revealed. For example, equal treatment with respect to educational requirements would continue to disadvantage blacks, who had, as a class, less education than whites; equal treatment by refusing to employ those who had been arrested would continue to disadvantage blacks, who

are more frequently arrested than whites; equal treatment by requiring residence near the employment site would disadvantage blacks, who were not able to move into suburbia and would permit the employer to translate discrimination in other areas of life into continued exclusion from employment. (In Canada add 'natives' to 'blacks' and you get the same results.) The alternative proposal then was that employment practices that produced unequal consequences were discriminatory..." This then is the new legal dimension required as a result of our experience with Fair Employment Practices laws.

The objective of human rights laws and practice should be a more egalitarian society, the narrowing of the gap between extreme poverty and extreme wealth, a wider range of opportunity for all our people. Have we achieved it? Have we come close to this goal? Unfortunately the answer must remain "not very much."

Although absolute incomes have gone up over the years, they have gone up for everybody; but the relative position of the bottom 20 per cent of the population *has not* improved. If anything, there has been a deterioration in their position. Statistics Canada shows that in 1951, 20 per cent of the poorest family units received only 4.4 per cent of aggregate family income, declining to 3.6 per cent in 1971.

A native leader in one of the Territories writes: "The Yukon Indian people have, almost without exception, all experienced wage employment. In the field of heavy equipment operators and mechanics, some are considered the 'best in the Territory'. Although this is a fact, probably fewer than six hold supervisory positions in this field,

The current law can actually be used against the very people whom it seeks to protect

and none hold management positions...

"As regards employment opportunity, a visit to any government office, federal or territorial, will reveal that the only employment given local native people is that of secretary or clerk. There is not one native person holding a senior or middle management position in any level of government in the Territory. There are also none being trained to do so."

A *Globe and Mail* story by Wilf List reported early this year that "a study by the Research Branch of the Ontario Ministry of Labour refutes a widely accepted view that the attractiveness of unemployment insurance is the chief villain in the unprecedented number of job vacancies. Instead, the research paper attributes the fact that jobs have gone begging to a failure to make adequate use of women, youths, various minorities, people in economically lagging regions and to poor planning. One conclusion—we must do a much better job of providing satisfactory employment for youth, women and minorities."

And in another story, the *Globe and Mail* reported that "the Supreme Court of Canada, holding its first session during International Women's Year, ruled yesterday that Indian women do not have the right to administer the estates of their husbands. In a 5 to 2 judgment, the Court upheld the validity of the Indian Act, which allows the

Minister of Indian Affairs to appoint a member of his Department as administrator of the estate of Indians who die without leaving a will.

"Chief Justice Bora Laskin and Mr. Justice Wishart Spence, who disagreed with the majority judgment, said this provision of the Indian Act was contrary to the Canadian Bill of Rights, which guarantees all Canadians equality before the law. 'It appears to be forbidden to Indians to become administrators of estates of Indian intestates, where no other class is singled out for disqualification,' said the Chief Justice."

An international story also may illustrate my point. "Between 60 and 90 million people are believed to be unemployed in the cities of the Third World," said Director-General Francis Blanchard of the International Labour Office. "Creating jobs and incomes for these millions and their families demands an all-round strategy embracing not only the promotion of productive employment," he added, but also:

- "abolition of poverty (some 580 million people in the Third World have been estimated to be living on an average of less than \$75 a year each); and
- "a reduction of the inequalities that leave the poorest 40 per cent of the population in many developing countries with only 10 per cent of total income."

As long as such conditions prevail in Canada and abroad, the work of human rights commissions as well as the efforts of human rights practitioners to enhance human dignity and promote social justice should never be side-stepped or slackened.

Farm Workers: Victims outside the Law

by John Bank

The author argues against the policy—practised in Canada and the United States—of excluding farm workers from basic labour legislation. He suggests with broad strokes the shape that such legislation should take.

A vegetable farmer in Ontario housed a family of eleven in a ramshackle barn while they picked his cucumbers alongside a crew of Caribbean farm workers. A team of investigators sent by the Minister of Manpower and Immigration commented: "We saw the inside of this filthy, drafty barn...The French-Canadian family would not speak to us, probably because the owner was present." The investigators went on to uncover poverty, sickness, and, at times, subhuman working and living conditions among the seasonal farm workers in Southwestern Ontario. Their recommendations, published in August 1973, suggested that Ontario farmers "...take a closer look at working conditions and wages paid to their seasonal help and cease the exploitation of—in many cases—defenceless workers and their families..." The investigators, interestingly enough, did not

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recommend that farm workers be included under the protection of the Ontario Labour Relations Act. They continued the damaging myth that farm workers are a special breed of workers, entitled to public pity and the paternalism of farmers but not ready for safeguarding under the law.

Canadian and United States farm workers are the most discriminated against group of workers in North America. They are excluded from the most basic protective legislation afforded other workers—no accident of history, but rather the deliberate

strategy of agribusiness for keeping farm workers poor, unorganized and—most important—powerless.

Recent statements from the Ford administration propose to bring U.S. farm workers under federal labour laws. If the initiative is genuine, the administration will have to overpower the opposition of conservatives and farm-state Republicans united in an agribusiness lobby that has spent the last 40 years keeping the farm labour force outside the National Labor Relations Act.

In March 1974, lawyers for the United Farm Workers of America (AFL-CIO) helped draft a state farm labour bill for the California legislature. The legislative effort was an attempt to secure for farm workers the right to secret ballot elections for union representation and other protection. Although the bill passed the Assembly, a Senate committee killed it on a procedural technicality. Ronald Reagan, then the Governor of California, had threatened to veto the farm labour bill if passed by the Senate.

On the federal level six California congressmen called for the inclusion of farm workers under the National Labor Relations Act by introducing a farm labor bill in March. At the same time Californian John V. Tunney, a Democrat, introduced an identical bill in the Senate.

With the words: "This is the first time in the history of the United States that a serious farm labor bill has been presented to an appropriate legislative body," California's new Governor, Edmund Brown, Jr., on April 10, threw his support behind a farm labor bill written by the California Agriculture and Services department.

The Brown Administration proposal drew fire from all parties involved. Jerry Cohen, General Counsel for the United Farm Workers, called the bill "deceptive," and threatened massive demonstrations against major sectors of the proposal. Daryl Arnold, vice-president of the Western Growers Association, indicated dissatisfaction with the bill's admission of some secondary boycotting. The Teamsters Union, while praising Brown for trying to "to bring order to the chaotic farm labor situation," said one section of the bill, which could eliminate existing contracts with growers, "may be unconstitutional."

The Governor-backed state bill, in brief, would provide for secret ballot elections to let farm workers decide which union, if any, they want. It would permit secondary boycotts, but only under limited conditions. It would outlaw strikes to win union recognition. At the same time, the bill would apparently invalidate union contracts signed by growers with a union that has not won an election. It states that no union can negotiate a valid contract with a grower unless it is certified as the legal bargaining agent for the workers by the state of California.

In the middle of the uproar caused by the bill, Brown said: "I don't expect to



Long hours, low pay

get endorsement from each and every side...This is the bill I think is right... The question is what's best for the people." The 37-year-old Governor, in a state where agriculture is the industry, believes he is acting in the interests of California's 200,000 professional farm workers and 550,000 part-time fieldhands.

Farm workers should have the right to organize, bargain, strike, and boycott. They should enjoy protection from unfair labour practices and child labour, an effectively enforced national minimum wage, protection from pesticides, sanitary housing, and full unemployment insurance benefits. (They are *not*, as Ronald Reagan said as he vetoed a California bill to give them unemployment benefits, seasonal "like baseball players" and therefore ineligible for benefits.) Farm workers should also be covered by comprehensive workmen's compensation, which is especially important in agriculture, the third most accident-ridden industry after mining and construction.

The labour relations legislation of most Canadian provinces either

explicitly or implicitly excludes farm workers from collective bargaining. They are excluded also from minimum wages and uniform labour standards provisions.

In defining the scope of its coverage, the Ontario Labour Relations Act states: "2(b). This Act does not apply...to a person employed in agriculture, hunting or trapping."

The British Columbia Labour Relations Act is equally explicit: "2(d). Employee means a person employed by an employer to do skilled or unskilled manual, clerical or technical work, but does not include...a person employed in domestic service, agriculture, horticulture, hunting or trapping."

Prince Edward Island's Industrial Relations Act, in its definition of "employee" eliminates farm workers: "Sec. 1...A person employed to do skilled or unskilled manual, clerical or technical work, but does not include...a person employed in domestic service or agriculture."

In the provinces of Newfoundland, Saskatchewan, Manitoba and Nova

Scotia, farm workers are neither specifically excluded for collective bargaining nor included.

Only three provinces—New Brunswick, Québec and Alberta—have labour relations laws that cover farm workers.

The Industrial Relations Act of New Brunswick defines: "2(5) For the purpose of this Act...a unit, where an employee is employed in agriculture, shall comprise five or more employees."

While discussing certification, the Québec Labour Code makes a similar stipulation: "Sec.20. Any association of employees comprising the absolute majority of the employees of an employer is entitled to be certified...Persons employed in the operation of a farm shall not be deemed to be employees for the purpose of this division unless at least three of such persons are ordinarily and continuously so employed."

About two years ago, the Alberta Labour Act was rewritten to include farm workers who were employed on a farm classified as a "commercial enterprise" by the Labour Relations Board. Yet the new B.C. Labour Code continued to keep farm workers out.

Across Canada, they are denied full protection under provincial Minimum Wage Acts and Labour Standards Acts. If they work, for example, in Ontario, Nova Scotia, Manitoba or Saskatchewan, farm workers are denied any protection under the Labour Standards Acts of these provinces. A farm worker in Québec finds that the Hours of Work Act doesn't cover his labour. If he works in New Brunswick, he's not covered by the Minimum Wage Act. In Newfoundland a farm worker is excluded from the overtime provisions of the Minimum Wage Act.

It is still a struggle to get Canadian farm workers under the protection of provincial legislation on health,

sanitation and education. Although child labour has been banned by law in other industries decades ago, it thrives on Canadian farms, with no legal remedy in sight.

A recent report, *Harvest of Concern*, by the Ontario Federation of Labour, recommended legislative changes to curb abuses such as long hours, low pay, unsanitary living conditions and child labour among migratory farm workers. The report wanted farm workers included in the OFL's minimum wage proposal of \$3 an hour. It called for farm worker inclusion under the Employment Standards Act, and new legislation providing for adequate housing and minimum health and sanitation standards.

Across Canada, farm workers are denied full protection under provincial Minimum Wage Acts and Labour Standards Acts

When Senator Robert Wagner of New York included farm workers in the original drafts of the National Labor Relations Act in 1935, he was told by the agribusiness lobby to keep farm workers out of the Act if he wanted it to pass. He and other proponents of the legislation made the political compromise and wrote farm workers into the Act as excluded from its protection. They promised farm worker supporters, however, that the Act would be amended at a later date to include farm workers. Forty years later, farm workers remain outside the protection of the National Labor Relations Act and the administration of the National Labor Relations Board.

The National Labor Relations Act—America's basic labour law—created the National Labor Relations Board to administer the procedures it established for union representation elections and good-faith collective

bargaining. It outlawed certain unfair labour practices of employers and weighted the scales in favour of the struggling young unions confronting hostile employers.

During the 12 years graced by the unamended NLRA, unions grew from embattled groups with relatively few members to strong effective organizations with membership in the millions and strike funds large enough to deal with the giants in their industries. The unions quieted widespread industrial unrest; they met the social and economic challenges of the Great Depression. By 1947, when the 80th Congress passed the Taft-Hartley Act over President Truman's veto, the unions had expanded their organizing efforts and increased their bargaining power. They were strong enough to withstand negative (from their point of view) legislation, although they fought it furiously. Nevertheless, the Taft-Hartley Act and the subsequent Landrum-Griffin Act were pro-management Acts, which, among other things, outlawed the secondary boycott.

The birth of the farm worker movement with the California Grape Strike in 1965 dramatically raised the issue of farm worker exclusion from the NLRA. This exclusion allowed California grape growers to ignore the demands of their vineyard workers for union representation elections and negotiations. Farm workers fought back. They struck the grape fields and launched an international boycott of California grapes that stretched from San Francisco to Montreal, New York City to London, hitting key grape market cities.

Meanwhile, inclusion under the NLRA was promoted as a social justice issue. Robert Kennedy, speaking to the Senate in 1966, described the Delano grape strike as "a classic case for bringing farm workers under the collective bargaining provisions of the National Labor Relations Act..." The California Catholic bishops, in formal

testimony before the Senate Subcommittee on Migratory Labor, also urged coverage of farm workers under the NLRA. At first, Cesar Chavez, leader of the farm workers movement, wanted inclusion under the NLRA, but the white heat of the strike and the economic power of the farm worker grape boycott helped him refine his position on NLRA coverage.

Testifying before the Senate Subcommittee on Labor in April 1969, Chavez challenged the position that coverage under the NLRA would prove the ultimate salvation of farm workers. "We do support coverage under NLRA, but with certain amendments, for not every kind of amendment will really benefit the farm workers. If farm unionism is to make progress, we need sufficient economic power under law to be able to wrench signed agreements from unwilling hands of growers who still refuse to admit that unionization and collective bargaining have a rightful place...in agriculture for the genuine long-run benefit of all concerned. Coverage under the present NLRA would not give us the needed

Farm workers are worried about bad legislation that would strip them of the right to strike at harvest time

economic power, and it would take away what little we have."

Last August, Chavez met with representatives of the National Association of Retail Chains to discuss a resolution by that organization's directors urging that farm labour be included in the scope of the NLRA. He restated his position that farm workers want the NLRA in its original form, untrammelled by its later amendments. He said that in its present form, coverage of the farm workers under the NLRA would be unworkable for three reasons: (1) the problem of timing an election, where harvest workers move on faster than the time required to have federally supervised elections; (2) a language problem is widespread among farm

workers, since many do not speak English and are illiterate in the language they speak; (3) many farm workers are hired through the shape-up system, whereby an individual worker may work on a series of different farms on successive days, creating a fluid bargaining unit.

What Chavez and farm worker supporters are worried about is bad legislation that would strip the workers of the right to strike at harvest time and the power of the boycott, while saddling them with hopeless legal procedures. There is a strong suspicion among farm workers that laws and the courts will be used against them by the affluent and powerful growers. The primary motive for the flurry of farm labour law proposals in a dozen states between 1970 and 1972 was to contain Cesar Chavez' drive to organize the nation's farm workers. The main proponent of the Colorado Bill (HB 1439), Rep. Lowell Sonnenberg, for instance, told the Colorado Cattlemen's Convention in Colorado Springs on December 5, 1971 that "this bill will prevent Cesar Chavez or someone like him from coming in and picking us off one by one." When Governor Tom McCall vetoed Oregon's farm labour bill in July 1971, an Oregon Farm Bureau executive complained that he had "virtually turned over Oregon agriculture and the Governor's chair to Cesar Chavez."

A farm labour bill, like any piece of labour legislation, is a difficult animal. Since industrial relations is such an intricate field, legislators must carefully study a bill to determine whether it will achieve the sought-after balance between labour and management.

Any farm labour law must specify the rights, duties and obligations of agricultural employers, agricultural employees, and labour unions in agricultural labour relations under such law. Whether it be a federal, provincial or state law it should create a special agency—an Agricultural



Fair legislation must take into account eligibility of seasonal workers

Workers Commission—to administer the Act, carefully defining its membership, powers and duties. It should provide for secret ballot elections among farm workers enabling them to select a labour union as their exclusive bargaining agent. As a general policy, such a bill should encourage and protect the right of farm workers to full freedom of association, self-organization and designation of representatives of their own choosing.

Ballots for representation elections should be made available in the language of the workers

Fair legislation must take into account the eligibility of seasonal farm workers. Since most large farmers have a skeleton crew of full-time workers and hire the majority of their workers at the height of the picking season, union representation elections should take place when most of the workers are on the scene. The draft of farm labour Assembly Bill No. 3370, which passed the lower house of the California Legislature before being axed by a Senate committee on a technicality, deals with this issue by stipulating that union selection or decertification elections and recognition strikes require the presence of at least 50 per cent of the peak agricultural employment for the current calendar year on the payroll for the period immediately preceding the filing of a petition. It's an important requirement, for otherwise the small group of well-treated and usually loyal full-time farm workers might determine at off-season lulls all the conditions of employment for the entire work force.

The California bill goes farther to close loopholes: "In this connection the peak agricultural employment for the prior season shall not alone be a basis for such determination, but

rather the commission shall estimate the peak employment on the basis of acreage and crop statistics which shall be applied uniformly throughout the State of California, and upon all other relevant data." (Sec. 2676)

Speed in conducting union representation elections is crucial to a farm labour bill. Commenting on Oregon's farm labour bill (SB 677) before the Governor vetoed it, Robert Davis, Administrative Assistant to Governor Tom McCall, said: "There never was going to be a strike under this legislation because the workers would have gone on to the next field by the time prescribed procedures had been carried out." Under the California Assembly Bill No. 3370, when a recognition strike breaks out, the grower is given 48 hours to request that the commission verify that a majority of the employees of the grower employed by him on the date of the strike are engaged in a recognition strike. The commission then must move immediately to make its determination. If it finds that the majority of the employees in the bargaining unit are engaged in a bona fide recognitional strike, it proceeds to certify the union. (The demand that the commission verify the strike can be made by a rival union, as well as the employer.)

Because of the quickness of the harvest, petitions for union recognition elections should be processed within a week and elections held on a 48-hour minimum notice to the parties concerned.

Another special problem that farm labour legislation should deal with is access to the workers when they are living on property owned by their employers. To block union organizers non-violently communicating with workers in labour camps should be forbidden of farmers who own the camps. But the owners should not be given free reign to visit farm workers at their homes during an election campaign, because of the obvious pressure such a visit would bring.



Third most hazardous industry

As in all labour legislation, unfair labour practices should be defined and related to the election procedure. Ballots for union representation elections should be made available in the language of the workers. French, English and at times Spanish and Portuguese would be required for agricultural areas in Canada. English and Spanish would be standard for California and much of the Southwestern United States, but in some cases Tagalog would be required for Filipino workers and Arabic for Arab immigrant field workers. Traditional good-faith bargaining would be required of both sides.

There should be no narrowing of the scope of bargaining. The Idaho Agricultural Act, which came in force on July 1, 1971, states bluntly in Section 5 that "an employer has the right to manage his operations, to hire employees from any lawful source, to

decide what crops or other products to produce, to determine methods and equipment or machinery to be used, to use any lawful pesticides, herbicides, or fungicides..." In one sentence, the Act sweeps away the United Farm Workers' bargaining demands of a union hiring hall as the *only* source of labour supply (thereby ruling out labour contractors), controls on mechanization and the banning of certain highly dangerous pesticides such as DDT, DDD, TEPP, 2 4-D, 4-5T, Parathion, Aldrin, Dieldrin and Endrin, and restrictions on the usage of others. The issues are large ones concerning the No. 1 health and safety problem facing farm workers, the control of jobs and security of employment. No other union would be expected to watch these kinds of issues legislated away.

Fair farm labour legislation should not, of course, outlaw harvest-time strikes or agricultural commodity boycotts, although it is hoped that balanced legislation would make these tactics rare or totally unnecessary.

Although the focus of this article has been on the exclusion of farm workers from legislation designed to promote collective bargaining, a brief look at other areas of exclusion is important to establish the full pattern of second-class citizenry to which they are subjected in a nation that could not survive without their labour.

Farm workers are excluded from unemployment compensation coverage in 49 of the 50 states. Even though agriculture is the third most hazardous industry, behind mining and construction, farm workers are largely excluded from workmen's compensation coverage. Only 21 states and Puerto Rico offer them some coverage under workmen's compensation statutes.

The Fair Labor Standards Act, the federal wage and hour law, provides a minimum wage for employees. Farm workers were exempt since its

enactment in 1938 until recent amendments in 1966 extended coverage on a limited basis to them. One of the limitations—the 500 man-day provision—automatically exempts from the requirement to pay a minimum wage a full 98 per cent of the 1.4 million farms using hired farm workers. That minimum wage was also set at a special low rate of \$1.30 per hour, when other workers had a federal minimum wage of \$1.65. Several years ago a *New York Times* investigation disclosed that only half of the 2 per cent of the farms required to pay the "special" minimum wage, were, in fact, bothering to do so.

The Child Labor Provisions of the Fair Labor Standards Act are lower for farm workers than for non-farm workers. The minimum age for employment in jobs declared hazardous by the Secretary of Labor is 18 years for non-agricultural but 16 years for agricultural workers. Although these provisions prohibit the use of children aged less than 16 for farm labour during school hours, they do not prevent school children from

Investigators found more than 200 Canadian school children who commuted by bus each day to dig potatoes on the American side of the border, in violation of the law

working outside of school hours, nor do they bar pre-school children from working. The U.S. Senate Subcommittee on Migratory Labor estimates that 800,000 children, more than a fourth of the country's farm labour force, are employed in agribusiness. Enforcement of the federal law as it applies to child labour on the farms is haphazard. Too few inspectors and the wide scope of their responsibility leads to token enforcement.

Twenty-nine states establish a minimum age for child labour for farm work during school hours, eighteen states completely exclude agriculture



In many cases defenseless

John Bank



At times, inhuman living conditions

from child labour minimum age provisions. The remaining state laws could be interpreted to include agriculture in their child labour statutes. Enforcement however, tends to be less than satisfactory. California has only 12 inspectors to enforce all labour law violations, and even when violators are brought to court, the fines, meted out by local judges, are too small to be taken seriously. In August 1971, California investigator Steward Young cited two labour contractors from the Fresno area for hiring 120 children under age 12 to harvest chili peppers. One of the contractors pleaded guilty and was fined \$50 on each of the two counts.

The Federal Equal Pay Act of 1963 is applicable only to employees subject to the minimum wage under the Fair Labor Standards Act, thereby including

only those farm workers covered by that Act. Thirty-five states have enacted similar equal pay acts, but farm workers are usually excluded.

Administrative exclusions deny farm workers such services as food stamps, public assistance, rural housing loans and grants, and so on.

Of the 50 states, Hawaii is the only state in which all farm workers employed in agribusiness have been organized. Hawaii's farm workers, likewise, are exceptional in that they enjoy the benefits of the state's labour legislation. They are covered by an adequate minimum wage law. They have comprehensive medical care plans. They are protected in the exercise of their right to organize by the state's collective bargaining laws. They are entitled to workmen's

compensation and are given paid holidays and vacations. They receive sick pay and severance pay.

Several years ago the American Friends Service Committee sent teams of investigators into five key agricultural states: Washington, Oregon, Maine, Ohio and California, to document child labour in agriculture. In Maine, the team worked in Aroostock county during the potato harvest. Upwards of 21,000 workers are needed in that county to bring in the potato crop. About 6,000 local adult seasonal farm workers are augmented by some 15,000 school children and by North American Indians and French-Canadians. The team discovered more than 200 Canadian school children from the border town of St. Leonard who commuted by bus each day to dig potatoes on the American side, in violation of the law.

Talking to the farm workers, the team was told of accidents involving children working on the mechanical harvesters. A boy lost an arm in Mapleton. A girl lost an arm in Washburn. So mangled had her arm become in the machine, the doctor went straight into the field, put a sterile sheet over the harvester and amputated the girl's arm on the spot. Another little girl's hair was caught in a harvester and she was literally scalped.

As long as Canadian and American farm workers are excluded from the basic legislation other workers take for granted, they will remain victims of lawlessness.

Letters

In the February issue of *The Labour Gazette*, there is an item under "News Briefs" entitled "Arbitration in Ontario." The item quotes from a number of critical statements about arbitration in Ontario made by Mr. D.R. Montgomery, Secretary-Treasurer of the Canadian Labour Congress.

The study commissioned by the Labour Council of Metropolitan Toronto and mentioned in the item was a factual analysis of arbitration and it certainly did not justify some of the exaggerated public criticisms voiced by Mr. Montgomery and others. Indeed, Mr. Montgomery has publicly modified his criticism, at a recent seminar on arbitration sponsored by The Ontario Labour-Management Arbitration Commission.

In any event, it would seem incumbent on *The Labour Gazette* to publish some countervailing views on the subject. Last fall, the Board of Trade of Metropolitan Toronto, the Ontario Division of the Canadian Manufacturers' Association and the Ontario Chamber of Commerce jointly sponsored a seminar on arbitration in Ontario at which management spokesmen, several able professional arbitrators, and a distinguished Judge, His Honour Judge Walter A. Little, reached a consensus as to the health and vitality of arbitration, which is entirely at variance with the criticisms by a minority of union spokesmen.

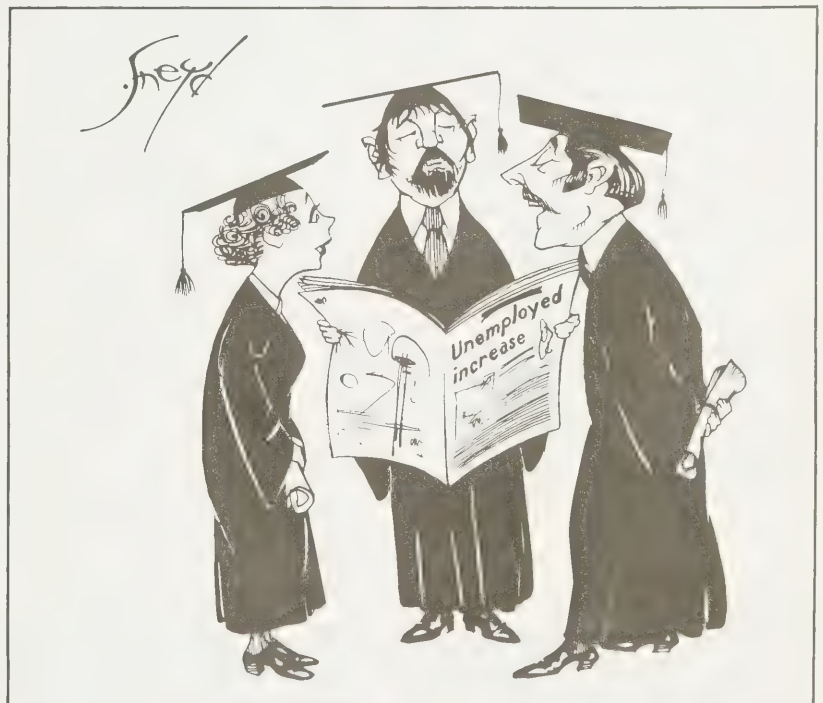
I regret that the *Gazette* omitted to quote the concluding paragraph of the

study referred to, which is very much at variance with the item in the *Gazette*:

Arbitration is not a speedy process. It can be very time-consuming and frustrating. Like any system of dispute settlement it is far from perfect, but it does work. It does provide a method for settling disputes arising

during the course of the collective agreement. It does preserve the rule of law at the work place. This is a factor which should not be ignored when one considers the vices and virtues of the arbitration process.

Harold J. Clawson
Toronto, Ont.



"Perhaps our Ph.Ds will bring a touch of class to the unemployment office."

forum

Where is Quebec Unionism Going?

Despite the political education that Quebec unions are supposed to give their members, organized workers in that province are not really politically inclined. This was particularly evident in 1972, when Marcel Pepin, Louis Laberge and Yvon Charboneau, leaders of the CNTU, QFL and QTC respectively, were sent to prison for refusing to comply with legislation ending a public service strike in the province. The members of the three central labour bodies did not rise in opposition to the imprisonment of their chiefs, however; they didn't even organize one large-scale public demonstration to show their solidarity. Why this incredible apathy? Because the province's workers were not ready to "break the capitalist system." Apart from wages and hours of work, organized workers in Quebec are not very demanding. They'll even put up with intolerable working conditions, particularly those that exist in the mines and metal works. Consequently giving a political aspect to the union struggle was premature because it represented none of the concerns of unionized workers.

Manual workers live in a social environment where employers have always treated them as appendages to machines. This in turn has shaped their mentality, instilling in them a marked degree of apathy if not contempt for their working conditions. Their leaders have been indifferent,

moreover, with regard to the essential health requirements of their members, thus reinforcing the latter's apathy and ignorance. It is simpler to handle money matters than to educate workers in matters concerning their health.

Young workers, however, appear to be more concerned than their elders about working conditions. Higher wages and reasonable working hours having to a large extent been achieved, such workers are now ready to move toward the goal of healthier working conditions. But most other unionized workers continue to be preoccupied with wages and have not developed a social conscience, or at least a concern about their working conditions. It is therefore illusory to think that they might be pitted against the capitalist system.

What is in fact needed to "break the system" is a general decaying of social institutions, and a seasoned political party that is ready to assume

power. The union movement, however, in addition to being split, is not a political party. Moreover, no union in the world has ever caused a revolution. That isn't its purpose. It is apparent therefore that the idea of breaking the system was an ineffectual slogan related to no real objective. The slogan became ridiculous through excessive use; there was nothing to motivate people to shift from a capitalist to a socialist system. This was especially apparent when the Liberal Party, which does not profess to be a workers party, won a stunning majority in the 1973 provincial elections. The *Partie Quebecois*, the only party with a strong proportion of socialist elements—won only six seats out of a total of 110. Quebec unionism is not in the foreseeable future moving toward an overthrow of the capitalist system, and people who believe that unions are forming a subversive movement capable of overthrowing the system have not given any serious analysis to the matter.

● **FORUM** invites readers to freely express their opinions on topics of concern to the working population. Letters must be signed and length should not exceed 600 words.

● Letters commenting on **Labour Gazette** articles will continue to be published, at the usual discretion of the editor, in the **Letters** section of the magazine.

An interesting development in Quebec is the growth in the number of persons interested in making unions their career. Such individuals are becoming encrusted in the unions and are managing them as they would their own private businesses. As a result, unions are ceasing to be truly democratic, a situation that calls for legislation to ensure that important union decisions are made democratically. Strikes, for example, should not be permitted unless two thirds of the union members have voted by secret ballot to go on strike.

As the largest employer in the province the government must set an example and take the lead. It must protect the ordinary unionized worker and the public against union adventurers whose numbers have increased with the growth in union bureaucracy.

If, in addition to legislation respecting the right to strike, the government granted union members in the public sector—40 per cent of the Quebec workforce—wages and working conditions similar to those in the private sector, protracted strikes in the public sector would be more or less eliminated.

If we ask ourselves where unionism in Quebec is going we see that it is following the path of society as a whole. It is no more and no less corrupt than the society that gave it birth, and the logic of survival will lead it to copy the methods of those against whom it must fight. It is then very clearly the policy of the government that will determine the eventual course of Quebec unionism.

Ivan Guay,
La Gazette du Travail.

Tradeoff Needed

An industrial relations specialist proposes a compromise that would retain the right to strike in exchange for a significant scaling down of the

potential incidence of public service strikes.

The vast majority of these strikes are at the federal level. Therefore, it is the federal Government that should take the lead in initiatives to improve the situation. In recent years, the airline industry alone has had firemen, air controllers, mechanics, service personnel, stewardesses, and ticket agents taking part in some action to hold back the industry, and all at *different* times. The shipping, train and postal services have the same characteristics of fragmentation of bargaining, with a potential for two, three, or more groups to strike in a single year.

I propose consideration of federal legislation requiring all bargaining groups in a single sector, such as airline service, to bargain on a joint basis, together with a requirement for relatively long-term agreements, perhaps no less than three years. The result, in its simplest terms, would be an assurance to the country that each important service sector would be strike-free except for a possibility of strikes once every three years or so.

Undoubtedly, there would be some difficulties in implementing such a scheme, and the bargaining would be somewhat more complex. The unions would say that they would lose some of their current freedom. But in the final analysis, all freedoms carry responsibility. The track record in the past three years of public sector bargaining seems to me to suggest the need for a tradeoff between the public interest and complete freedom for unions. After all, this proposal does retain the right to strike, albeit on a much less free-wheeling basis.

If nothing is done, unions may find the public demanding a full withdrawal of that right within a year or two, and I think that would be unfortunate for the country. It is obvious that something must change in this whole area. Isn't

some moderate change better than what we now have?

D.E. Houck

Director of industrial relations services,
Urwick, Currie & Partners Ltd.

Establish Wage Courts

Workers should submit their wage demands to a labour court, suggests a Toronto lawyer.

Until recently most people would have rejected out of hand even the suggestion that some employees should be required by law to submit their wage demands to a labour court instead of proceeding by way of collective bargaining and the strike.

Times, however, are changing. Strikes by postmen, teachers and other public service employees have so disrupted our normal routines, and rapidly rising wages, prices and taxes have so threatened our security that most of us are now prepared to face the possibility that collective bargaining may not be the only way or even the best way of establishing wage rates in an industrial society.

Collective bargaining is not only a poor way of establishing wage rates but is in fact one of the principal causes of our present inflation.

Two changes—a system of wage courts and the reporting of accurate information on wages by government—could head off an inflationary crisis and in addition create a pattern of fair wage rates for all Canadians.

Out-of-control wage increases unmatched by increases in productivity are exactly what inflation is all about. We have avoided facing this simple fact for several years in the hope that each of us could get in just one more big wage increase before the roof fell in.

Well, the roof is now falling and the heavy price that we must pay for our folly if we do not act quickly and decisively is an inflationary collapse.

We can avoid this crisis only if we can learn to bring collective self-interest bargaining under control. To accomplish this goal it is not necessary to interfere directly with the right to strike. It is necessary, however, to take at least two steps that would act as a powerful restraint on wage demands and strikes under collective bargaining.

The first strategy would be to get exact and detailed information into the hands of all employees immediately on the wage increases, fringe benefits and so forth of all job classifications in the country in a form that the employee can easily understand and by which he can identify his own job classification and compare it with others.

Such information, coupled with a thorough government campaign setting guidelines for reasonable wage demands, would allow the public and the government to judge the reasonableness of demands by any particular group of employees for wage increases and take appropriate action where those demands were obviously inflationary.

The second strategy is to create and develop a pattern of stable wage differentials among representative jobs in all classifications based on fair play rather than on raw bargaining power as is presently the case.

This goal could be accomplished by the creation of a system of wage courts, compulsory in the public sector and available on a voluntary basis to employees in the private sector.

In the private sector, employees would have the right to choose a hearing before the court as a voluntary alternative to collective bargaining each time their collective agreement

came up for renewal. This option would probably attract many new members to the labour movement and should not therefore be dismissed lightly by union leaders.

In the public sector, employees would be required by law to submit their demands in every case to the court. While the right to strike would be withheld, these employees would be guaranteed fair rates and continuity of employment as well as the right to periodic review by the court of their wages and working conditions.

Impartiality, which is the first condition of justice, would be assured through the use of juries. Indexing of the awards to the cost of living would provide the required stability between rates for jobs in one classification and another.

The objective of the court would be justice and its method would be to allow the parties to present evidence and argument directed to that end. A view of the work place, oral evidence from employees and a comparison of the jobs in question with other jobs would all be relevant considerations.

The real difference between the court system and collective bargaining is in the objective. Collective bargaining is aimed squarely at individual self-interest. A wage jury system on the other hand aims for justice in the community.

R.D. Perkins
In The Toronto Star

Med-Arb Better Way?

John Kagel, a San Francisco lawyer heavily involved in med-arb, believes it is the way of the future. He recently told a conference of the Industrial Relations Management Association: "What is most important is how the med-arbiter exercises his authority. He does so as a mediator. He does not

do so as an orthodox arbitrator, notwithstanding his authority (to bring down a binding settlement).

"His mission is to bring about an agreement voluntarily negotiated by the parties, not to impose, if at all possible, his individual goals, predictions or peculiarities on the parties in the form of an award.

"Rather than a formal record, he gains his knowledge from his participation in the bargaining as a mediator. He functions as if he were a mediator, he tries to suggest means for settling the disputes, he carries messages between the parties, he gains their confidence and attempts to choreograph, often patiently, the process toward a logical and definite negotiated conclusion by bargaining agreement ...

"A med-arbiter has muscle. He can and must make a decision if the parties don't reach agreement. The parties know this and therefore won't fool around, but if they cannot or won't, the med-arbiter must end their dispute."

Jack Clarke
In The Vancouver Province

After Retirement What?

On the North American continent more emphasis is placed on satisfying the wants of the young compared to the provision made for meeting the needs of the aged. The old are sometimes tolerated, but too seldom valued ... Young people should start learning how to grow old ... Studies indicate that the last 20 or 25 per cent of life requires more preparation than any other period.

Who should assume responsibility for providing opportunities for pre-retirement education and planning?

Employers, unions, governments,

educational authorities, service clubs or the individual himself? It could be argued that employers should help their employees to prepare for their retirement. These are enlightened employers who have recognized this need and have sponsored Preparation for Retirement Programs. There are several non-profit agencies such as Canadian Executive Service Overseas, C.U.S.O. and others that provide opportunity for retired Canadians who have technical, professional or executive skills to make meaningful voluntary contributions to the welfare of their fellow men.

Research studies indicate that in North America those who do not plan or prepare for retirement usually face major difficulties in making the transition from work to leisure or in changing the direction from pre-retirement activities to a second career. Hobbies or interests initiated at the age of 60 in preparation for retirement are unlikely to be satisfactory or absorbing.

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● Syncrude under Fire

The most talked about subject in Canada in the last few months must surely be the Syncrude deal. It's been a case of the big American multinational corporations doing the demanding—for more and more of our money to build a plant to turn out oil and profits.

The Syncrude deal is yet another example of private profits at public expense in a project whose chief merit seems to be that it will guarantee to be yet another safe source of crude petroleum for the American economy. The real needs of

Canadian working people for cheap, reliable energy sources will have again been ignored and the Canadian people will be paying to guarantee the flow of oil to the U.S. and to guarantee Gulf, Imperial Oil and Canada Cities Services vast profits through inflated prices.

When the Syncrude deal was announced as a partnership of four oil companies in September 1973, the cost estimate for construction was \$800 million. Now the figures are up to \$2,000 million, an increase of 250 per cent. Let Canadian workers ask for pay increases on this scale and see what the reaction is. Yet these figures were not questioned by any of the governments involved. And the governments are now committed to paying 30 per cent of all costs.

Alberta has already decided to spend a minimum of \$600 million of the taxpayers' money and is putting up another \$500 million for pipelines and roads, in addition to a \$200 million loan direct to Imperial Oil and Gulf. So the total government money, our money, committed to the Syncrude project is \$1,300 million, enough to build a town about the size of Sudbury.

This isn't to say that the oil in the Athabaska Tar Sands shouldn't be developed, but it does mean that it shouldn't be developed by paying Corporations to take our resources and our money and run off with them. The response of organized labour in Canada must be to emphasize comprehensive planning to meet Canada's energy needs, planning that would take into account existing technology and the impact on the environment, and give primary consideration to the needs of Canadian working people for energy and for decent jobs at living wages.

But this planning must be practiced through public ownership and development of projects like Syncrude,

so that all Canadians can benefit from the national development of Canadian resources. We should not be giving private corporations the opportunity through tax concessions of staggering proportions—such as a 100 per cent write-off of development costs and a tax write-off of even the royalty payments to the Alberta government—to write up the books so that the promised 50 per cent of the profits will turn out to be 50 per cent of nothing at all.

For the future, the program of trade unionism should include the exploration and development of energy resources through public ownership and control. In addition, to gain the necessary control over the existing energy reserves as well as to begin public exploration, this program should call on the federal Government to nationalize one of the existing major oil companies as a part of the proposed Petro Canada. (Even the venerable *Toronto Star* in its February 7, 1975, editorial put forward a similar view.)

Of course, a primary interest for trade unionists, must be the jobs created by any investment. Public ownership by itself is not enough. The future will be only slightly improved unless Canadian working people are afforded the opportunity to benefit both through construction of any proposed tar sands development and also through jobs created in subsequent refining and manufacturing here in Canada. Putting the management out to the U.S. Engineering Company, the Betchel Corporation, is certainly not the way to provide jobs for Canadians.

Lastly, a word about the distribution of oil and gas. Labour should take the view that oil and gas distribution systems including the pipelines become public utilities in the way that electricity or water are provided through publicly controlled and regulated bodies. In addition, we need

to develop a realistic policy on how much of our oil and gas to export and how much to keep.

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Safer Workplace Urged

Asbestos, uranium, lead—substances exceedingly valuable to a modern industrial economy yet known to cause illness and death when used improperly. And those who run the greatest risk of illness or death are the workers who mine, manufacture and process the substances.

Modern science is, however, making new discoveries. Before the days of aerosol cans and plastic everything, workmen weren't exposed to the dangerous chemicals used in their manufacture.

No one would seriously argue that we should stop mining asbestos and uranium, shut down all the lead plants, and return to a pre-plastic, pre-aerosol era.

Nor is it sufficient simply to provide compensation, in the form of disability pensions and survivors' benefits, for the workers who contribute to the well-being of all of us by risking their health and their lives in dangerous occupations. Especially when claims for compensation are often disputed because the companies or the government agencies paying them insist upon iron-clad proof of a cause-and-effect relationship between the occupation and illness.

The solution is prevention.

Modern science and modern medicine, recognizing the hazards, must devise the ways to minimize them. And government and industry must put them into effect so that the

workplace—whether a mine, a smelter, a mill or a factory—becomes safe for the men and women in it.

Professor F.H. Knelman of the science and human affairs department of Concordia University, Montreal, has enunciated the basic principle. In a brief to the Ontario royal commission (on the health and safety of workers in mines), he said, "Public health and safety would favour encouraging maximum protection and minimum risk."

Ideally, the task of maximizing the protection and minimizing the risk is a co-operative one, with science and medicine making the determinations and industry, labour and government carrying them out.

There has been little enough co-operation thus far. One need only look at the various agencies of government in Ontario involved: The health ministry looking after health, the labour ministry setting employment standards, the ministry of the environment concerned about pollution, the mines ministry involved in mining, and the Workmen's Compensation Board paying claims.

"And nobody knows what anybody else is doing," commented Stephen Lewis, New Democratic Party leader in the Ontario Legislature.

The measurements and the monitoring of safety levels in the workplace and in the environment must be done by an independent body and published so that the public knows what is going on. Leaving it up to unions, who might want to make things look worse than they are or to companies, who might want to make them look better, won't serve the public interest when public health is at stake.

The public pollution measurer should be like the public auditor—empowered to enter unheralded and to make his examinations unhindered.

The costs of maximum protection and minimum risk will have to be shared by employers and the public. Companies required to install greater safety devices and anti-pollution measures will, undoubtedly, add the costs to the cost of the product. Governments will have to hire more inspectors if they are to do a proper job of measuring and monitoring. It's arguable, though, whether costs of inspectors' salaries won't save money in the long run by keeping workers out of hospital and in productive employment instead of on disability pensions.

There's reason to believe, too, that such measures would not be anathema to the affected industries.

As Dr. Michael Lesage, a former general practitioner with special training in law and industrial medicine and now medical consultant to the Quebec Asbestos Mining Association, said in an interview: "Even one death is too many."

Margaret Weiers
In The Toronto Star

Denounces Uranium 'Cover-up'

In a brief to the Royal Commission on the Health and Safety of Workers in Mines, Fred Knelman, professor of science and human affairs at Concordia University, Montreal, stated: "Miners were the victims of a callous disregard for safety procedures during the first five years of uranium mining in Ontario ... We cannot fully assess the full toll of damage committed by the criminal neglect."

He termed "blatant distortion" a statement by Ontario Resources Minister Leo Bernier that "for men entering the uranium mines today the risk of dying of lung cancer should, in the future, not be significantly greater than for the non-mining population."

He criticized the fact that a preliminary report regarding the findings on the evidence of lung cancer in Elliot Lake miners was made available to the industry and not to the United Steelworkers of America. "This is a clear violation of the democratic principle of consulting all parties involved in such a serious work hazard. It also again raises the question of accommodation and collusion between government and industry."

Knelman stressed that the failure to notify the union representing the workers of the serious health hazard "is tantamount to consulting the perpetrators of a crime rather than acknowledging the primary rights of the victim."

Canadian Labour Comment

Distress over Strike Record

The federal Government in the recent past has taken a mainly hands-off attitude toward strikes except in a few cases where the national interest had been sufficiently damaged to warrant special legislation, as in the case of the West Coast grain handlers' dispute.

But now (Prime Minister) Trudeau warns that the whole system of free collective bargaining is in danger "if it cannot be made less destructive than it is in Canada today."

An answer to part of the problem was proposed (in April) by Jacob Finkelman, chairman of the Public Service Staff Relations Board, who called for stern action against government workers who strike illegally and leaders who incite such strikes.

Certainly a tougher attitude toward illegal strikes in the public service is long overdue. The Government has been far too timid in using the power

it has against militant groups, who disregard collective agreements, and their trigger-happy leaders.

At the same time, (federal and provincial) governments have been slow to examine the laws governing industrial negotiations though in recent years Canada's record of time lost due to strikes has steadily increased.

We need a way that will give labor ... (a) ... fair share of the national income without industrial warfare.

The Toronto Star

Advocates Guaranteed Income Policy

The Cabinet was dead wrong when it decided recently the country cannot afford at this time to launch a scheme to guarantee minimum incomes for the working poor by supplementing their earnings.

This is exactly the time when the country should be putting more money into the hands of those who will quickly spend it.

The problem now, and it may soon become a crisis, is lack of demand in the economy, at home and abroad where we sell our exports.

Finance Minister John Turner has already cut taxes and no doubt that will have some influence on consumer spending. But middle-income groups concerned about the outlook may still prefer to keep their money in the bank.

The people who can be relied on to spend whatever they get are those in real need, the poor. They don't earn enough to pay taxes and so a tax cut means nothing to them.

If Turner is still concerned about the total of government spending and the size of his budget deficit, he should

raise taxes on the middle-and upper-income groups and pay it to the poor who will immediately put it to the best use.

The world-wide recession is slowing the rate of price increase, but there are still grounds for concern about inflation. Higher costs are already built into the economy and wage demands are rising.

Now is the time not only to pump up the economy, but also to build the regulating valve of an incomes policy. When wages and profits were rising, labour and business leaders were not much interested in policies of rationing and restraint. But with recession threatening—indeed, already here—the mood can change.

Prime Minister Pierre Trudeau and Turner can make a strong case that an incomes policy is an essential part of a program designed to save jobs and profits.

Anthony Westell,
In The Toronto Star

Union Power in U.K.

Commenting on the situation in Britain, historian Arnold Toynbee describes the present power of the unions as a "nemeses" that the cruel exploitation of the British working class in the nineteenth century has brought on in the second half of the twentieth century. Early this year, *Fortune* quoted Toynbee as saying:

"The new social class of exploited industrial workers invented trade unionism in self-defence, and this quasi-military form of social organization has proved so effective that, in our time, it has reversed the balance of power. In 1974 the trade unions showed they have the upper hand not only over landowners and captains of industry, but over the government too. The consequence seems likely to be tragic."



Books

Power Sharing in Industry

by **Innis Macbeath**; Gower Press, London, 1975

Reviewed by **John Bank**

Some 350,000 workers in Britain needed no law to require them to become active workers' representatives. They now outnumber, two to one, the German works councillors, legally designated to serve a workforce of about the same size. Yet these British workers' representatives, unlike their counterparts in other European countries, are not involved in the management of the firm. Not one of the 350,000 is a "worker-director", sitting on the board of a British company.

Parliament seems certain to end the discrimination against them. Within a session or two, it is expected to make some form of worker participation in the running of British companies mandatory. As the time for floating ideas on what form the legislation should take grows shorter, journalists and academics, businessmen and union leaders are putting their ideas in print. *Power Sharing in Industry* is a unique contribution to the debate. Its

author, Innis Macbeath, is singularly qualified to offer what he calls, "a practical guide to employee participation in company operations."

Macbeath is Plowden Professor of Industrial Relations at the London Graduate School of Business Studies, University of London. But his background as labour editor for *The Times* and a senior industrial relations consultant makes him more comfortable with the shop floor realities of power sharing than with pure theories about it. The reader benefits.

It is not surprising that the issue of worker participation or industrial democracy has burst upon the British scene like a spring storm. Denmark, Norway and Sweden; Austria, Belgium and France have had compulsory works councils since the late 40s. West Germany and the Netherlands since the early 50s and Italy since 1963. In a concise comparison of mandatory works councils in ten European countries, Macbeath outlines their growth and development and rates West Germany as the front runner with its two-tier board system—a supervisory board to set policy and a management board to carry it out—and its high proportion (up to 50 per

cent) of workers on the supervisory board. Quite naturally, it was the German model, with a Dutch variant, that the European Economic Community singled out in a draft directive proposing harmonization of company law.

The EEC directive and the return of the Labour Party to power in March last year stirred the debate on industrial democracy. Whether or not the British people choose to remain in the EEC, the momentum for a British law on worker participation will increase. Macbeath's book is neither a manifesto for worker control along TUC and Labour Party lines, nor a defense of the Confederation of British Industry's foot-dragging on the issue. The author takes a neutral stance. More interested in creating openness for dialogue than in arguing persuasively for one position, he lists the practical and ideological arguments, pro and con, for industrial democracy with clinical objectivity. A practical argument in favour cites the higher educational level of workers and their increasing industrial experience and social security that makes them more easily fed-up with the traditional industrial set-up. An equally practical argument against is based on the fact that participative

institutions nearly always become mere rubber stamps, since the hard choices must be made by small groups with total mutual trust.

Power Sharing in Industry is too practical and open-ended to be polemic. The author examines those areas of participation where progress in joint decision-making can be made: payment systems, the organization and direction of work, job enlargement and job enrichment, recruitment and turnover, controls and the grievance procedure, communication and information systems, and company direction. In each area he highlights benefits and suggests techniques for implementation. He analyses methods of organization and cites case histories to make his points. There are endless breakdowns into four, five or six points, lists, admonitions, little diagrams. Sometimes it all gets a bit tedious, like an economics text. But then a vivid illustration will suddenly destroy the artificialities of a subdivision, or the reader will be challenged by an assertion like the one stating that the ultimate test of job satisfaction is whether a worker would recommend a job at the factory to his favourite sister's favourite son.

Throughout, the British worker is presented as someone with an

effective power of veto who doesn't want to manage the plant, but wants to know what's going on. He wants a share in those decisions that affect his welfare. As Macbeath asserts: "Politicians in the western world are perplexed at present by the growth of two centres of power that do not appear to be satisfactorily accountable to the formal structure of government—the power of industrial management concentrated in fewer institutions, and the power of industrial interdiction confidently exercised by employees with or without the sanction of trade unions."

Toward the end of his brief and well-argued case for openness to participation, Macbeath confesses that he wants to take the issue out of the hands of the "evangelists," who "push the notion too hard, to suggest that regardless of circumstances some prescription will make any group of workers more tranquil, more productive and more involved." Allowances must be made for individual differences—"the democratic right to apathy," to use his tongue-in-cheek phrase. "...Many people will participate very little in joint decision-making personally, but that does not mean that they do not want joint decision-making as a means of producing results that are more

trustworthy from their point of view."

He gently chips away at the attitudes of the authoritarian manager who keeps a high profile of his prerogatives and feels threatened by worker participation. He cautions against half-hearted or bogus efforts at consultation, while demonstrating how a genuine plan of participation is meaningful job enrichment that leads to effective co-operation at plant level. "Managerial attitudes have become less dominant partly through social change, partly through the development of collective 'power,' partly as a result of such legislation as the Redundancy Payments Act, the Contracts of Employment Acts, the new concept of unfair dismissal and so on." A Workers' Participation Act seems inescapable and Macbeath wants people to deal creatively with this prospect.

A certain ethos emerges from Macbeath's seasoned writing, apart from its humour and anecdotal wisdom. He is so low-keyed in his persuasiveness that, upon finishing the book, one gets the feeling of having had a long talk with a North American family insurance man. The friendly sort who sits at the kitchen table and offers his thoughts in your interest so kindly that you forget he's selling.

Labour Legislation In Canada In 1974

Part 4: Employment Standards

by S. Allan Nodwell

Major and minor changes in employment standards were effected in 1974 in most of the thirteen jurisdictions in Canada. Amendments touched upon minimum wages, minimum age for employment, hours of work, overtime pay, annual vacations, general holidays, pregnancy leave and garnishment of wages.

The most significant changes were in Ontario, where the new Employment Standards Act, 1974, came into effect on January 1, 1975. The areas in which changes were enacted are pregnancy leave, equal pay, equal benefits, administration procedures and offences and penalties. The provisions respecting termination, pregnancy leave, equal pay and equal benefits will apply to the Crown, its agencies and boards. The maximum hours of work remain at 48 hours a week, but overtime must be paid after 44 hours.

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In addition, the exercise of certain powers do not require hearings under the Statutory Powers Procedure Act, 1971. An employment standard shall be deemed a minimum requirement only. The Director has the same power with respect to individual contractual benefits for vacations and holidays as he has with respect to collective agreements. Finally, civil remedies are not affected by the Act.

In New Brunswick, the employer is required to give to each employee at the end of each pay period a statement showing the dates of the

pay period, the employee's gross pay for the period, the particulars and amount of each deduction, and the net pay after deduction.

British Columbia amended the Minimum Wage Act to include newspaper carriers in the definition of "employee."

Minimum Age for Employment

A regulation under the Alberta Labour Act contains several provisions governing the employment of persons under 18 years. Adolescents over 12 and under 15 may be employed: as deliverers of small wares for a retail store; clerks in a retail store; clerks or messengers in an office; or deliverers of newspapers, flyers or handbills if

the employment is not likely to be injurious to the life, health, education or morals of the person. The parents of a person under 15 shall file with the employer written consent for the employment of the person. Employment of such person is limited to two hours in a day on which they are required to attend school; or eight hours on non-school days. Employment of a person under 15 is prohibited between 9 p.m. and 6 a.m.

Further, young persons over 15 and under 18 are forbidden to work between 9 p.m. and 12:01 a.m. on the premises of a retail business selling food or beverages (whether alcoholic or not) or any other commodities, goods, wares or merchandise, or petroleum or natural gas products, or in any establishment, including a hotel or motel, where the owner is required to hold a visitor's accommodation business licence, unless the young person works with and is in the continuous presence of a least one other person 18 years of age or over.

No young person shall work in the above-mentioned premises between the hours of 12:01 a.m. and 6:00 a.m. A young person between the ages of 15 and 18 years may work in other premises not specified above if the parent or guardian has given written consent and if the young person works with and is in the continuous presence of at least one other person 18 years of age or over.

In Saskatchewan, effective July 2, 1974, the minimum age at which employees may be employed in any educational institution, hospital, nursing home, hotel or restaurant is fixed at 16 years.

In Prince Edward Island, no child under the age of 15 years shall be employed in an industrial undertaking. Undertakings engaged in the canning or packaging of any products produced on a farm or harvested from any waters, or involved in the

publishing and printing of newspapers, books and magazines, are declared an industrial undertaking.

In the Yukon Territory, no person under the age of 18 years shall be employed underground or at the working face of any open cut workings, pit or quarry.

Equal Pay

In Ontario, no employer or person acting on behalf of an employer shall differentiate between male and female employees by paying a female employee at a rate of pay less than the rate of pay paid to a male employee, or vice versa, for substantially the same kind of work performed in the same establishment, the performance of which requires substantially the same skill, effort and responsibility, and which is performed under similar working conditions, except where such payment is made pursuant to a seniority system, a merit system, a system that measures earnings by quantity or quality of production, or a differential based on any factor other than sex.

Equal Benefits

Ontario prohibits distinctions, exclusions or preferences between employees because of age, sex or marital status under pension, life insurance, sickness, medical or hospital plans available to employees. This prohibition is not yet proclaimed in force. The Lieutenant-Governor-in-Council is authorized to make regulations for exceptions to this general principle.

Hours of Work

Manitoba reissued regulations under the construction Industry Wages Act respecting minimum wages and maximum standard hours of

employees in the construction industry:

(1) In Greater Winnipeg and on major building projects located anywhere in the province.

(2) Outside of Greater Winnipeg and not on a major building project.

(3) In the heavy construction industry.

Effective May 1, 1974, in Greater Winnipeg and on major projects, the hours shall vary from eight to nine hours a day and 40 to 48 hours in a week, depending on the occupation of the employee. Previous legislation made no reference to maximum daily hours. In addition, overtime pay at the rate of 1 1/2 times the regular rate must be given for all hours worked in excess of the standard weekly or daily hours.

On June 1, 1974, outside of Greater Winnipeg and not on major projects, the hours are fixed at 44 hours a week, except for roofing employees, whose maximum is 48 hours. Overtime is paid at time and one-half after the regular hours of work, except where a work camp is established and employees do not have ready access to their homes. Upon application from the management and with the employees' consent, the Minister may extend the maximum regular hours of work to 60 hours without overtime.

The regulation respecting the heavy construction industry, effective May 1, 1974, provides for a maximum of 54 hours (was 60) a week, after which overtime at time and one-half shall be paid. In Winnipeg from November 1 until April 30 of each year, the maximum hours shall be 48.

The Northwest Territories amended the Labour Standards Ordinance, effective April 1, 1974, providing for a standard 8-hour day and 44-hour week (formerly 48 hours) and a maximum 10-hour day and 54-hour week (formerly 60 hours). A standard

of 191 hours a month (formerly 208) and a maximum of 234 hours a month (formerly 260) are provided for employees in the exploration and development of metal mining and petroleum, isolated transportation and tourist camps. When a general holiday with pay occurs, the employee shall not work more than 36 hours in that week exclusive of hours worked or during which the employee was at his employer's disposal on the holiday.

In Ontario, on or after October 1, 1974, an employer in the ambulance service industry who pays an employee engaged as an ambulance driver, driver's helper, or first-aid attendant a weekly wage of not less than \$108 is exempt from the hourly record requirement.

New Brunswick's Closing of Retail Establishments Act lists the days upon which no retail establishment shall be open to the general public for the purpose of carrying on business. Retail establishments with the exception of newspaper stands, tobacconists, restaurants, etc., shall be closed on New Year's Day, Good Friday, Dominion Day, Sovereign's Birthday, Victoria Day, Labour Day, Thanksgiving Day, Remembrance Day, Christmas Day and any day appointed by statute, or proclaimed by the Governor General or the Lieutenant Governor.

In Newfoundland, the weekly holiday for barbers and hairdressers has been changed from Monday to Saturday and late opening from Friday to Thursday. The Hours of Work Act was also amended to make Thanksgiving a statutory holiday.

In Nova Scotia, flea markets and rummage sales are exempted from the Lord's Day Act.

In Saskatchewan, any person employed as an automobile salesman as defined in The Motor Dealers Act, 1966, is excluded from the provisions

regarding hours of work and overtime pay.

A Commissioner's Order in the Yukon Territory makes provisions for a 40-hour compressed work week of four 10-hour days, allowing for three consecutive days of rest. Agreement by a majority of the employees or terms of a collective agreement would bring this about, as long as the change in hours were registered with the Labour Standards Officer. Employees shall not be required to work overtime in excess of these hours.

The regulation respecting the fresh fruit and vegetable industry under British Columbia's Hours of Work Act will be rescinded on June 1, 1975.

Minimum Wage Increases

Minimum wage rates were increased in Alberta, Manitoba, the Northwest Territories, Nova Scotia, Ontario, Prince Edward Island, Quebec, and Saskatchewan.

Under Alberta's new minimum wage order, effective January 1, 1975 the minimum rates are \$2.25 for employees 18 years and over, \$2.10 for employees under 18 years and \$1.75 for students under 18 years employed on a part-time basis outside their normal school hours between the opening and closing dates fixed for the school they are attending. Effective July 1, 1975, these rates rise to \$2.50, \$2.35 and \$2.00 respectively.

A revised regulation respecting Minimum Wages and Working Conditions in Manitoba raised the minimum wage to \$2.15 an hour on July 1, 1974 and to \$2.30 on January 1, 1975 for employees 18 years or older. Under-18 employees will receive at least \$1.90 and \$2.05 an hour on the same dates.

A regulation was reissued under the Construction Industry Wages Act Respecting Minimum Wages and Maximum Regular Hours of Employees in the Construction Industry Outside Greater Winnipeg and not on Major Building Projects. As of June 1, 1974, wages will vary between \$2.70 and \$6.85 an hour. In a second regulation under the Construction Industry Wages Act Respecting Minimum Wages and Maximum Standard Hours of Employees in the Heavy Construction Industry in Manitoba, as of May 1, 1974, the salaries varied between \$2.20 and \$4.70 an hour. A third regulation Respecting Minimum Wages and Maximum Standard Hours in the Construction Industry in Greater Winnipeg and on Major Building Construction Projects effective May 1, 1974 varies the wages between \$3.92 and \$7.20 an hour. On February 15, 1975, wages will vary between \$4.33 and \$7.50 an hour.

The Northwest Territories amended the Labour Standards Ordinance, effective April 1, 1974. The minimum wage rates were set at \$2.50 per hour for all employees 17 years of age and over, \$2.00 for all employees 16 years of age, \$1.75 for all employees 15 years of age and \$1.50 for all employees less than 15 years of age.

A minimum wage order issued under the Labour Standards Code in Nova Scotia provides new minimum wage rates. The new rate for employees 18 years and over, was \$2.00 an hour effective October 1, 1974, \$2.20 on January 1, 1975 and \$2.25 on March 1, 1975. Similarly the rate for under-age employees between 14 and 18 years was increased to \$1.75, \$1.95 and \$2.00. Inexperienced employees will receive the same increase afforded to under-age employees. The minimum rate for beauty parlour employees, logging and forestry employees and workers in the road and heavy construction industry were correspondingly increased.

Orders in Council provided increases for the Plumbing, Steamfitting and Pipefitting Trades; the Sheet Metal Trade; and the Plastering Trade in the building construction industry in the cities of Halifax and Dartmouth, effective May 1, 1974, through April 30, 1976. Plumbers, etc., and sheet metal workers' rates are increased: May 1, 1974, \$6.50; November 1, 1974, \$6.75; May 1, 1975, \$7.05; and November 1, 1975, \$7.33. Plasterers receive \$5.63, \$5.88, \$6.13 and \$6.38 on the same dates.

Orders in Council produced increases for the carpentry trade the plumbing and pipefitting trades, and for labourers in the building construction industry in the city of Sydney. The schedules are effective from May 1, 1974 through April 30, 1975. Carpenters and plumbers, etc., receive \$5.70 on May 1, 1974, and \$5.95 on January 1, 1975. Labourers receive \$5.00 and \$5.25 on the same dates.

A new schedule in the cities of Halifax and Dartmouth for labourers in the building construction industry gave them \$5.30 on November 1, 1974, \$5.55 on May 1, 1975 and \$5.80 on November 1, 1975.

Effective from May 1, 1974 through April 30, 1975, the painting and allied trades on the building construction industry received a new schedule as follows, journey men, May 1, 1974, \$5.10 and January 1, 1975, \$5.35.

In Ontario, the minimum wage rates were increased on October 1, 1974 to \$2.25 for the general rate, \$2.50 for construction workers and construction site guards, \$2.15 for learners in their first month of employment and \$1.90 an hour for students under 18 years of age who work less than 28 hours per week or on a school holiday. The minimum rates for ambulance drivers, driver's helpers and first-aid attendants in the ambulance industry also were increased. New schedules of wages respecting the ladies' dress and sportswear industry and the men's

and boys' clothing industry likewise came into effect in 1974.

Prince Edward Island issued a new order covering minimum wages raising the minimum hourly rate to \$2.05 on January 1, 1975 for employees 18 years and over. Employees under 18 years will receive a minimum of \$1.80 an hour on the same date.

In Québec, the Minimum Wage Commission readjusted its minimum wage rate under the General Minimum Wage Order from \$2.15 to \$2.30 on November 1, 1974. Rates for employees under 18 years of age also were raised on the same date, to \$2.10 an hour.

An amendment to the General Minimum Wage Order, effective July 10, 1974, placed the shoe industry on equal ground with other industries as regards minimum wages. The shoe industry may no longer employ, at 10 per cent less than the minimum wage, workers on a 40-day trial basis in the ratio of 10 per cent of the total manufacturing personnel.

The Sawmills Ordinance was amended, effective July 10, 1974, providing minimum rates of \$17.50 a day for cooks, kitchen helpers and watchmen, \$2.10 an hour for employees over 18 years and \$2.00 an hour for employees under 18.

Effective August 1, 1974, the Forestry Operations Ordinance was amended so that woodcutters paid on a piecework basis are entitled, for each working day in each calendar month, the average rate of \$22.00; contract employees, cooks, kitchen helpers and fire rangers are entitled to \$19.00, watchmen \$17.50 and all other employees \$2.10 an hour.

New schedules under the Men's and Boys' Clothing Industry, the Fur Industry (Retail and Wholesale—Montreal) and the Building Service Industry provided increases in the minimum wages.

General Order No. 1 (1974), in Saskatchewan provided for an increase in the minimum wage to \$2.25 an hour on July 2, 1974.

Other Minimum Wage Legislation

In British Columbia, three minimum wage orders were rescinded, and in New Brunswick the Minimum Wage Act was amended.

British Columbia rescinded the Occupation of Resident Caretaker Minimum Wage Order 14 (1972) under the Minimum Wage Act. The new order, effective July 1, 1974, provides:

"Resident caretaker" comprises caretakers, custodians, janitors or managers of an apartment building containing five or more residential suites who reside on the premises, excluding those employees whose duties are entirely of a supervisory or managerial character.

The minimum wage for every resident caretaker in an apartment building shall be:

- (1) \$150 a month plus \$6 a month per residential suite in apartment buildings containing more than four and less than 61 residential suites (excluding caretaker's suite).
- (2) \$510 a month in apartment buildings containing more than 60 residential suites.
- (3) Where single rooms, stores or accommodation other than residential suites are provided in addition to suites, time spent attending to these facilities shall be compensated at a minimum of \$2.50 an hour.
- (4) Where two or more resident caretakers are employed in any apartment building, one shall be designated a resident caretaker. The

other(s) shall be paid a minimum of \$2.50 an hour.

(5) Every resident caretaker shall be given a 32-hour period free from duty per week. The caretaker shall be paid at a minimum of \$3.75 an hour for work done or for being on call during this period.

The resident caretaker shall be paid at least semimonthly and shall be granted and paid for all holidays as required under the Annual and General Holidays Act.

The Board of Industrial Relations may specify the suitability of accommodation or service provided for a resident caretaker and may limit any charge or deduction made by the employer for such facilities. The order must be posted in a conspicuous place at the establishment.

Records must be kept at the premises showing names, ages, occupations and residential addresses of all residential caretakers as well as their wages, hours of work and conditions of employment.

The Minimum Wage Order 2 (1951) covering Apprentices Indentured under the Apprenticeship Act was rescinded December 15, 1974. Likewise, Minimum Wage Order 8 (1972), covering the Fresh Fruit and Vegetable Industry, will be rescinded effective June 1, 1975.

New Brunswick's Minimum Wage Act was amended to provide that money paid as a tip or gratuity, or as a surcharge or other charge in lieu of a tip or gratuity, is the property of the employee to whom or for whom it is given and shall not be withheld by the employer.

Board and Lodging

The maximum deductions permitted for board and lodging were increased

in Alberta, Nova Scotia, Ontario and the Northwest Territories.

Overtime Pay

The Ontario Employment Standards Act, 1974 provides for payment of time and one-half after 44 hours in a week. The Act provides also that an employment standards officer may determine weekly hours and regular rates in cases where no proper records are kept. All existing approvals for averaging hours over a period of more than one week will be brought into line with the 44-hour week. Existing approvals will be cancelled three months after the Act comes into force on January 1, 1975.

Overtime provisions do not apply to employers in the taxi industry and to all employers in the hotel, motel, tourist resort, restaurant, and tavern industry who pay to their seasonal employees an amount not less than 1½ times their regular rate for each hour worked in excess of 55 hours.

Annual Vacations with Pay

In Nova Scotia, teachers are excluded from the vacation pay provisions of the Labour Standards Code and the Vacation Pay Act.

In Saskatchewan, effective May 1, 1974, an employee shall begin to earn a three-week vacation with three fifty-seconds of annual earnings after one year of employment. Formerly, an employee was entitled to three weeks after four years service.

General Holidays

Throughout British Columbia, the first Monday of August will be a legal holiday known as British Columbia Day.

In Ontario, there is a provision under the new Act giving an option to an employer in the hotel, motel, tourist, etc., industry; in the case of a hospital; and where there is continuous operation; to either pay holiday pay for work on the holiday or pay regular pay and give another day as a holiday with pay. Work on a holiday is not considered overtime. When employment ceases before a holiday is substituted, designated or given, the employer shall pay to the employee his regular wages for that day.

The Yukon Territory amended its Labour Standards Ordinance as regards general holidays for persons in custodial work, essential services or continuous operation. Where such an employee is required to work on a general holiday, in addition to his regular rate of pay for his hours worked on that day he must be paid at least time and one-half for the hours worked by him on that day, or be given a holiday with pay at some other time, which may be added to his annual vacation or granted as a holiday with pay at a time convenient to him. The Commissioner may make regulations as he deems necessary regarding these categories.

Pregnancy Leave

Ontario's new Act provides that an employer of 24 employees or fewer is no longer exempt. The leave of absence is extended to at least 17 weeks and permits the pregnant employee to choose the day that leave commences. There are also provisions for shortening the length of leave. A pregnant employee may obtain a leave of absence in case of a medical condition that was not anticipated.

An employment standards officer may require an employer to reinstate and pay compensation to an employee who wishes to return to work after the leave expires.

Garnishment of Wages

In Newfoundland, the amount exempt from attachment or execution is increased by \$100. The effect of the increase is to bring the amounts exempt from attachment or execution in line with the rates payable to persons on social assistance plus the income that may be retained by such persons.

Administration

In Ontario, the Minister may appoint persons as referees to hear appeals from employers and difficult cases of wage claims from employment standards officers. An employment standards officer may arrange for direct payment, settle a claim or, on default of either, issue an order for payment by an employer of wages owed to an employee up to \$4,000 (was \$2,000) plus a 10 per cent penalty.

An employer may not retain wages owed to employees who cannot be conveniently located. Such wages are

to be paid to the Director in trust, to be held for the employee or his estate or other person entitled thereto.

An employee may request a review by the Director where an employment standards officer refuses to issue an order. An employer may appeal to a referee an order compelling payment to an employee.

The Director may cause a referee to conduct a hearing in order to inquire into difficult questions or into alleged schemes to avoid the Act. He may also issue a certificate of non-compliance with an order to pay and to enforce the order in the courts instead of having to prosecute and obtain an order for payment from a provincial judge.

Offences and Penalties

In Ontario, unfair employer practices against an employee are defined in detail and prohibited.

An employer who fails to comply with

a provincial judge's order is guilty of an offence and on summary conviction is liable to a fine not exceeding \$100 (was \$50) for each day of continuing failure. The general penalty for a contravention of the Act is \$10,000 (was \$2,000) or six months in jail (new) or both.

An officer, director or agent of an employer who participates in an offence is guilty of the offence. The onus of disproving his participation in a contravention of the Act or the regulations is shifted to the officer, director, or agent. A judge may issue an order for payment of wages against an officer, director or agent who was a participant in the offence.

The Director may in his discretion refuse to institute any proceeding or prosecution for the failure of an employee to comply with the new Act where a remedy is available to an employee under the terms of a collective agreement.

Fifty Years Ago

By 1925, government departments and bureaus to administer laws for the protection of labour had been set up in most countries. Their establishment and functions were described in the June 1925 issue of *The Labour Gazette*.

The general use of steam power and the consequent development of large factories and workshops in the early part of the nineteenth century made possible the employment—and exploitation—of a large number of women and children. Excessive hours of labour and other undesirable working conditions led to government investigations and to the gradual enactment of factory laws in many countries. Officers were appointed to enforce these laws, and in nearly all the older industrial nations the factory inspection service became the nucleus of the larger and more varied services performed by governments. One of the first instances of a department being created for the purpose of administering a special act relating to labour was the factory inspection service set up by the British Factory Act of 1833.

With the growth of industry and the consequent increase in the number of wage earners, there was an urgent need for accurate information regarding labour conditions. In the early years, commissions of inquiry had to be set up prior to the enactment of any new law or when public opinion demanded an

investigation into any matter. The lack of reliable and current information was a handicap to those urging further legal restrictions; accordingly, bureaus for the collection and publication of labour statistics were established in one country after another, the Commonwealth of Massachusetts leading the way in 1869. Several American states followed the example of Massachusetts, and 26 created bureaus of labour statistics before 1891. In that year, the first government bureau in Europe for the special purpose of collecting and disseminating statistical and other information regarding labour, was established in France. The United States government had taken similar action in 1884, and in 1893 Great Britain established a labour department in the Board of Trade.

Other European countries followed these examples: Spain in 1894, Belgium in 1896, Austria in 1898, Germany, Italy and Sweden in 1902 and Norway in 1903. In some countries, the functions of the department were broadened to include all matters relating to social welfare—housing, health, social insurance, old age pensions. In other countries, the labour office was a division of a department dealing with other matters, notably industry and commerce, agriculture or home affairs. The enforcement of labour laws and the compilation of statistics were not always handled by the same agency.

In some countries, the collection and publication of labour statistics were tasks assigned to a special statistics office that also gathered data on a variety of other subjects.

In Australia and the United States, as in Canada, certain functions relating to labour matters were performed by the federal government, while other services were under state authority.

The federal Department of Labor in Washington was established in 1913 by an Act that described the purpose of the proposed department to be "to foster, promote and develop the welfare of the wage earners of the United States, to improve their working conditions and to advance their opportunities for profitable employment." The organization of the department in 1925 provided for separate divisions dealing with labour statistics, the welfare of women and children, conciliation, employment offices, immigration and naturalization.

The publication of information on labour conditions was one of the main functions of national labour bureaus in most countries, and most established an official publication devoted wholly or partially to labour matters, which not only served to inform the citizens of the country itself but was of valuable assistance to other countries. A system of free exchange of publications enabled each government to obtain information regarding labour conditions abroad.



CONCILIATION

During March the Minister of Labour appointed conciliation officers to deal with the following disputes:

Atomic Energy of Canada Limited and International Association of Machinist and Aerospace Workers, Lodge 608 (representing a unit of specified hourly rate employees of the Whiteshell Nuclear Research Establishment at Pinawa, Man.) (Conciliation Officer: A.E. Koppel).

Atlantic Pilotage Authority, Halifax, N.S., and Canadian Merchant Service Guild (representing marine pilots) (Conciliation Officer: G.A. Ogden).

Maple Leaf Mills Limited (Master Feeds Branch), London, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 141 (Conciliation Officer: H.A. Fisher).

Télécâble de Québec Inc., Québec, Qué., and Canadian Union of Public Employees, Local 1417 (representing salesmen) (Conciliation Officer: M. Archambault).

Télécâble de Québec Inc., Québec, Qué., and Canadian Union of Public Employees, Local 1417 (representing operating employees) (Conciliation Officer: M. Archambault).

National Harbours Board (Fleet Department), Port of Montréal, Montréal, Qué., and Seafarers' International Union of Canada (Conciliation Officer: S.T. Payne).

National Harbours Board, Halifax, N.S., and International Longshoremen's Association, Local 1843 (representing grain elevator, cold storage, maintenance and general employees) (Conciliation Officer: R.L. Kervin).

Regina Cartage and Storage Company Limited, Regina, Sask., and Canadian Brotherhood of Railway, Transport and General Workers, Local 186 (Conciliation Officer: A.E. Koppel).

Richardson Transport Ltd., Calgary, Alta., and General Teamsters, Local 362 (Conciliation Officer: J.M. Collins).

Ogilvie Flour Mills Co. Limited,

Medicine Hat, Alta., and Canadian Food and Allied Workers, Local P511 (representing production employees) (Conciliation Officer: A.A. Franklin).

Maple Leaf Mills Limited, Medicine Hat, Alta., and Canadian Food and Allied Workers, Local P511 (representing production employees) (Conciliation Officer: A.A. Franklin).

Cape Breton Development Corporation (Coal Division), Sydney, N.S., and Canadian Brotherhood of Railway, Transport and General Workers, Local 510 (representing mine examiners and shot firers) (Conciliation Officer: C.A. Ogden).

Cape Breton Development Corporation (Coal Division), Sydney, N.S., and Canadian Brotherhood of Railway, Transport and General Workers, Local 509 (representing technical employees) (Conciliation Officer: C.A. Ogden).

Cape Breton Development Corporation (Coal Division), Sydney, N.S., and Canadian Brotherhood of Railway, Transport and General Workers, Local

504 (representing office employees) (Conciliation Officer: C.A. Ogden).

National Harbours Board, Prescott, Ont., and Public Service Alliance of Canada (representing casual and prevailing rate grain elevator employees) (Conciliation Officer: M.K. Carson).

Settlements by conciliation officers. City Express Ltd., Whitehorse, Y.T., and General Truck Drivers and Helpers, Local 31 (Conciliation Officer: J.M. Collins) (LG, May).

Cannet Freight Cartage Limited, Concord, Ont., and Teamsters Local 419 (representing a unit of employees classified as Lead Hand FT, Dock Workers FT and Dock Workers PT regularly employed for more than 24 hours per week) (Conciliation Officer: H.A. Fisher) (LG, March).

Venture Manitoba Tours Limited, Winnipeg, Man., and Canadian Merchant Service Guild (Conciliation Officer: A.E. Koppel) (LG, March).

Disputes in which no further conciliation action taken under Canada Labour Code (Part V—Industrial Relations). Canadian Arsenals Limited (Small Arms Division), Mississauga, Ont., and United Steelworkers of America, Local 6199 (Conciliation Officer: H. Bartenbach) (LG, May).

Canadian Machinery Movers Limited, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers Union, Local 880 (Conciliation Officer: H. Bartenbach) (LG, May).

Roadway Transport Limited, Rexdale, Ont., and Teamsters Union Local 938 (representing full-time office and clerical employees and dispatch clerks) (Conciliation Officer: T.B. McRae) (LG, May).

National Harbours Board, Port of Montréal, Qué., and le Syndicat National des Employés de Bureau du

Port de Montréal (Conciliation Officer: M. Archambault).

MacCosham Van Lines (Saskatchewan) Ltd., Regina, Sask., and Chauffeurs, Teamsters and Helpers Local 395 (representing a unit of office employees) (Conciliation Officer: A.E. Koppel) (LG, March).

Settlements reached following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Canadian Arsenals Limited (Small Arms Division), Mississauga, Ont., and United Steelworkers of America, Local 6199 (see above).

National Harbours Board, Port of Montréal, Qué., and le Syndicat National des Employés de Bureau du Port de Montréal (see above).

Strike action following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). W.C. Norris Ltd., Mississauga, Ont., and Teamsters Local 938 (strike action commenced February 25, 1975 and terminated March 11, 1975) (LG, May).

British Columbia Maritime Employers Association and International Longshoremen's and Warehousemen's Union—Canada Area (strike action commenced March 2, 1975 and work resumed March 27, 1975 with the passing of the West Coast Ports Operations Act, 1975) (LG, March).

West Coast Stevedoring Companies and International Longshoremen's and Warehousemen's Union, Ship and Dock Foremen, Local 514 (strike action commenced March 23, 1975 and work resumed March 27, 1975 with the passing of the West Coast Ports Operations Act, 1975) (LG, March).

Transair Limited, Winnipeg International Airport, Winnipeg, Man., and International Association of Machinists

and Aerospace Workers (representing a unit of maintenance employees) (strike action commenced March 7, 1975) (LG, May).

Transair Limited, Winnipeg International Airport, Winnipeg, Man., and International Association of Machinists and Aerospace Workers (representing a unit of traffic and reservation employees) (strike action commenced March 7, 1975) (LG, May).

Conciliation commissioner appointments. National Harbours Board, Montréal, Qué., and le Syndicat national des employés de perception (CSN) (Conciliation Commissioner: Pierre Dufresne) (LG, April).

National Harbours Board, Port of Montréal, Montréal, Qué., and Syndicat national des employés du Port de Montréal (CSN) (representing general workers, grain elevator employees, refrigerator warehousemen and stationary engineers) (Conciliation Commissioner: Pierre Dufresne) (LG, April).

Greyhound Lines of Canada Ltd., Calgary, Alta., and Amalgamated Transit Union, Division 1374 (representing a unit of drivers, terminal and garage employees) (Conciliation Commissioner: Professor Joseph C. Smith) (LG, March).

Maritime Employers Association, Ports of Montréal and Québec City, Qué., and International Longshoremen's Association, Locals 1657 and 1605 (Conciliation Commissioner: His Honour Judge Alan B. Gold).

Conciliation commissioner reports received. Algoma Central Railway, Sault Ste. Marie, Ont., and Brotherhood of Railway Carmen of the United States and Canada; International Association of Machinists and Aerospace Workers and International Brotherhood of Boilermakers, Iron Ship Builders, Blacksmiths Forgers and Helpers

(Conciliation Commissioner: George S.P. Ferguson, Q.C.) (LG, May).

The City of Whitehorse, Y.T., and International Union of Operating Engineers, Local 115 (Conciliation Commissioner: John C. Sherlock (LG, May).

Maritime Employers Association and International Longshoremen's Association, Locals 375, 1739 and 1846 (representing longshoremen at the Ports of Montréal, Québec City and Trois-Rivières) (Conciliation Commissioner: His Honour Judge Alan B. Gold) (LG, March).

Atomic Energy of Canada Limited, Ottawa, Ont., and Oil, Chemical and Atomic Workers' International Union, Local 9-785 (representing a unit of employees at the employers' Heavy Water Plant at Glace Bay, N.S.) (Conciliation Commissioner: Judge Nathan Green, Q.C.) (LG, April).

Conciliation commissioner settlements. Atomic Energy of Canada Limited, Ottawa, Ont., and Oil, Chemical and Atomic Workers' International Union, Local 9-785 (representing a unit of employees at the employers' Heavy Water Plant at Glace Bay, N.S.) (Conciliation Commissioner: Judge Nathan Green, Q.C.) (see above).

Swan River—The Pas Transfer Ltd., Winnipeg, Man., and General Drivers, Warehousemen and Helpers, Local 979 (Conciliation Commissioner: J.F. O'Sullivan) (LG, April).

Strike action following conciliation commissioner procedure. Algoma Central Railway, Sault Ste. Marie, Ont., and United Transportation Union (T) (strike action commenced March 8, 1975) (LG, May).

Appointment of mediators under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Essex Terminal Railway Company, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 880 (Mediator: H.A. Fisher) (LG, January).

British Columbia Maritime Employers Association and International Longshoremen's and Warehousemen's Union—Canadian Area (Mediator: W.P. Kelly) (see above).

Transair Limited, Winnipeg International Airport, Winnipeg, Man., and International Association of Machinists and Aerospace Workers (representing a unit of maintenance employees) (Mediator: A.C. Sinclair) (see above).

Transair Limited, Winnipeg International Airport, Winnipeg, Man., and International Association of Machinists and Aerospace Workers (representing a unit of traffic and reservation employees) (Mediator: A.C. Sinclair) (see above).

Maritime Employers Association and International Longshoremen's Association, Locals 375, 1739 and 1846 (representing longshoremen at

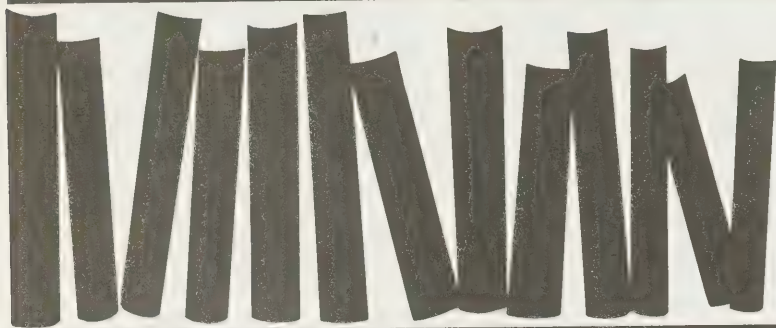
the Ports of Montréal, Québec City and Trois-Rivières) (Mediator: C.E. Poirier) (see above).

Strike action following appointment of a mediator under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Maritime Employers Association and International Longshoremen's Association, Locals 375, 1739 and 1846 (representing longshoremen at the Ports of Montréal, Québec City and Trois-Rivières) (strike action commenced March 31, 1975) (see above).

Strike terminated at the mediation stage. British Columbia Maritime Employers Association and International Longshoremen's and Warehousemen's Union—Canadian Area (work resumed March 27, 1975 with the passing of the West Coast Ports Operations Act, 1975).

Strike terminated following the appointment of a mediator under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Royal Canadian Mint, Ottawa, Ont., and Public Service Alliance of Canada (strike terminated March 2, 1975) (LG, April).

Settlement by mediator. Essex Terminal Railway Company, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 880 (Mediator: H.A. Fisher) (see above).



Additions to the Library

LIST NO. 314

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. When requesting loans, please indicate the publication numeral and the month listed.

ARBITRATION, INDUSTRIAL

1. International Labour Office.

Strengthening and furthering of tripartite co-operation. Third item on the agenda. Geneva, 1974. 59p.

2. **Prasow, Paul.** The arbitrator's role. Los Angeles, 1974. 8p. (California. University. University at Los Angeles. Institute of Industrial Relations. Reprint no. 240)

AUTOMATION—ECONOMIC ASPECTS

3. **Australia. Department of Labour and Immigration.** National survey of the employment effects of technological change: Stage five. Melbourne, 1974. 81p.

CIVIL SERVICE

4. **Canada. Treasury Board.**

Submission of the employer to the Special Joint Committee of the Senate and of the House of Commons on Employer-Employee Relations in the Public Service respecting the Finkelman report. Ottawa, 1975. 117, 127p. English and French.

5. **Hodgetts, John Edwin.** Provincial governments as employers; a survey of public personnel administration in Canada's provinces, by J.E. Hodgetts and O.P. Dwivedi. Montreal, McGill-Queen's University Press, 1974. 216p.

CORPORATIONS, INTERNATIONAL

6. **International Union, United Automobile, Aerospace and Agricultural Implement Workers of America.** The UAW in international affairs; four resolutions passed by the 24th UAW constitutional convention. Washington, International Affairs Dept., UAW, 1974. 40p.

COUNSELING

7. **Farwell, Gail Frederic.** The counselor's handbook. Edited by Gail F. Farwell, Neal R. Gamsky and Philippa Mathieu-Coughlan. New York, Intext Educational Publishers, 1974. 530p.

DIRECTORS OF CORPORATIONS

8. **Conference Board.** Corporate directorship practices: role, selection and legal status of the board, by Jeremy Bacon and James K. Brown. New York, 1975. 161p.

ECONOMIC CONDITIONS

9. **Conference Board.** Business outlook, 1975; a discussion by the Conference Board Economic Forum held at the Waldorf-Astoria, New York City, November 21, 1974. New York, 1975. 102p.

10. **Officer, Lawrence Howard, ed.** Issues in Canadian economics, edited by Lawrence H. Officer and Lawrence B. Smith. Toronto, McGraw-Hill Ryerson, 1974. 418p.

EDUCATION—ECONOMIC ASPECTS

11. **Stoikov, Vladimir Liubenov.** The economics of recurrent education and training. Geneva, International Labour Office, 1975. 115p.

EMPLOYEES' BENEFIT PLANS

12. **Conference Board.** Profile of employee benefits, by Mitchell Meyer

and Harland Fox. New York, 1974. 103p.

INCOME

13. Bhatia, Kul Bhusham Chandra. Rural-urban migration, surplus labour, and income distribution. London, Ont., University of Western Ontario, Department of Economics, 1975. 27p.

INDUSTRIAL HEALTH

14. Forssman, S. Occupational health problems of young workers, by S. Forssman and G.H. Coppée. Geneva, International Labour Office, 1974. 143p.

15. Gonzaga law review.

Symposium: The developing law of occupational safety and health. Spokane, Wash., Gonzaga University, School of Law, 1974. Comprises entire issue, v. 9, no. 2, Winter 1974.

16. International Labour Office.

General report prepared for the Second Tripartite Technical Meeting for the Woodworking Industries. Geneva, 1974. 1v. in 2.

17. Newcombe, H.B. A method of monitoring nationally for possible delayed effects of various occupational environments. Ottawa, National Research Council of Canada, 1974. 42p.

INDUSTRIAL RELATIONS

18. Dufty, Norman Francis. Industrial relations in the Australian metal industries. Sydney, West Publishing Corporation, 1972. 269p.

19. Heintzeler, Wolfgang. The co-determination problem in Western Germany. London, Aims of Industry, 1974. 19p.

INDUSTRY—SOCIAL ASPECTS

20. Corson, John Jay. Measuring business's social performance: the corporate social audit, by John J. Corson and George A. Steiner in collaboration with Robert C. Meehan. New York, Committee for Economic Development, 1974. 75p.

21. McKie, James Warren. Social responsibility and the business predicament. James W. McKie, editor. Essays by James W. McKie...et al. Washington, Brookings Institution, 1974. 361p.

JOB SEARCH

22. Dickhut, Harold W. Professional resumé/job search guide, by Harold W. Dickhut and Marvel J. Davis. 3d ed. Chicago, Management Counselors, 1975. 254p.

23. Ontario. Ministry of Labour.

Research Branch. Redundancy and re-employment success; a survey of research, by I. Welton. Toronto, 1975. 45p.

24. U.S. Bureau of Labor Statistics.

Jobseeking methods used by unemployed workers, by Thomas F. Bradshaw. Washington, 1973. 1 v.

LABOUR HISTORY

25. Scott, Jack. Sweat and struggle: working class struggles in Canada. v.1: 1789-1899. Vancouver, New Star Books, 1974. 209p.

LABOUR LAWS AND LEGISLATION

26. Basic labor relations, 1974. William A. Krupman, chairman. New York, Practising Law Institute, 1974. 160p.

27. Québec (Province). Lois, statuts, etc. Loi sur les relations du travail dans l'industrie de la construction. Québec, Commission de l'industrie de la construction, 1974. 1 v.

28. U.S. Congress. Senate.

Committee on Labor and Public Welfare. Summary of the legislative activities of the Senate Committee on Labor and Public Welfare in the first session, Ninety-third Congress. Washington, G.P.O., 1974. 57p.

29. U.S. Laws, statutes, etc. Fair labor standards amendments of 1974 (P.L.93-259) showing changes made in the Fair Labor Standards Act of 1938, as amended, the Portal to portal pay act of 1947, and the Age discrimination in employment act of 1967. Prepared for the Subcommittee on Labor of the Committee on Labor and Public Welfare, United States Senate. Washington, G.P.O., 1974. 85p.

LABOUR ORGANIZATION—POLITICAL ACTIVITIES

30. Caddy, Douglas. The hundred million dollar payoff. New Rochelle, N.Y., Arlington House, 1974. 448p.

LABOUR SUPPLY

31. Sharir, Shmuel. Backward-bending supply of labour under a consumption or income target behaviour. London, Ont., University of Western Ontario, Department of Economics, 1975. 16p.

PRICES

32. Great Britain. Department of Prices and Consumer Protection. Review of the Price Code; a consultative document. London, H.M.S.O., 1974. 40p.

SOCIAL CLASSES

33. Parkin, Frank, ed. The social analysis of class structure. London, Tavistock, 1974. 315p.

SOCIAL SECURITY

34. Mouton, Pierre. La sécurité sociale en Afrique au sud du Sahara; tendances, problèmes et perspectives. Genève, Bureau international du Travail, 1974. 173p.

35. Thullen, Peter. Techniques actuarielles de la sécurité sociale; régimes des pensions d'invalidité de vieillesse et de survivants. Genève, Bureau international du Travail, 1974. 1 v.

STATUS OF WOMEN

36. International Journal of Group Tensions. Who discriminates against women? Edited by Florence Denmark. Beverly Hills, California, Sage Publications, 1974. 144p. Special issue: v.4, no. 1, March 1974.

TECHNOLOGY

37. Boyd, Archibald Donald. Technology transfer in construction, by A.D. Boyd and A.H. Wilson. Ottawa, Information Canada, 1974. 163p.

UNEMPLOYMENT

38. Ontario. Ministry of Labour. Research Branch. The paradox of unemployment and job vacancies; some theories confronted by data, by M.L. Skolnik and F. Siddiqui. Toronto, 1974. 30p.

WAGE POLICIES

39. Whitehead, Donald Henry. Stagflation and wages policy in Australia. Camberwell, Australia, Longman, 1973. 150p.

WAGES AND HOURS

40. Ontario. Ministry of Labour. Research Branch. The incidence of low-wage employment in Ontario by industry, by Margaret Smiley. Toronto, 1975. 44p.

41. Saskatchewan. Department of Labour. Research and Planning Division. Salaries, wages, working conditions and fringe benefits in Saskatchewan. October 1974. Regina, 1974. 268p.

42. Silvestre, Jean Jacques. Les salaires ouvriers dans l'industrie française. Paris, Bordas, 1973. 416p.

WIVES

43. Oakley, Ann. Housewife. London, Allen Lane, 1974. 273 p.

WOMEN—EMPLOYMENT

44. Australia. Women's Bureau. Fact and opinion. Canberra, Australian Government Publishing Service, 1974. 24p.

45. Graham, Ellen, comp. What do women really want? Chicopee, Mass., Dow Jones Books, 1974. 169p.

46. Great Britain. Home Office. Equality for women; a policy for equal opportunity. London, H.M.S.O., 1974. 26p.

47. International Labour Office. Equality of opportunity and treatment for women workers. Eighth item on the agenda. Geneva, 1974. 123p.

WORK

48. Advances in work organisation; international management seminar, Paris, 3rd-6th April, 1973; final report. Paris, O.E.C.D., 1974. 59p.

WORK SATISFACTION

49. Lawler, Edward Emmet. Motivation in work organization. Monterey, Cal., Brooks/Cole Pub. Co., 1973. 224p.

50. Wild, Ray. Women in the factory: a study of job satisfaction and labour turnover, by Ray Wild and A.B. Hill. London, Institute of Personnel Management, 1970. 96p.

labour statistics

Principal Items	Date	Amount	Percentage Change from			
			Previous Month		Previous Year	
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)				
Week ended March 15, 1975		9,786	+	0.8	+	4.9
Employed	March 1975	8,946	+	0.8	+	2.5
Agriculture	"	406	+	2.3	-	4.2
Non-agriculture	"	8,540	+	0.7	+	2.8
Paid workers	"	7,938	+	0.3	+	2.5
At work 35 hours or more	"	6,978	+	1.7	+	1.5
At work less than 35 hours	"	1,542	-	3.3	+	4.8
Employed but not at work	"	426	+	1.7	+	11.5
Unemployed	"	840	+	0.1	+	40.2
Atlantic	"	118	+	0.9	+	31.1
Quebec	"	286	-		+	31.2
Ontario	"	272	+	4.2	+	56.3
Prairies	"	64	-	5.9	+	14.3
British Columbia	"	101	-	5.6	+	65.6
Without work and seeking work	"	766	-	1.3	+	38.0
On temporary layoff up to 30 days	"	73	+	17.7	+	65.9
INDUSTRIAL EMPLOYMENT (1961 = 100)†	December	141.3	-	2.6	+	2.2
Manufacturing employment (1961 = 100)†	"	128.6	-	3.0	+	2.2
<hr/>						
IMMIGRATION	1st 9 mos. 1974	166,401	-		-	
Destined to the labour force	"	81,655	-		-	
<hr/>						
STRIKES AND LOCKOUTS						
Strikes and lockouts	February 1975	153	-	16.4	+	15.9
No. of workers involved	"	37,459	-	15.5	-	15.8
Duration in man days	"	370,830	-	14.4	-	12.6
<hr/>						
EARNINGS AND INCOME						
Average weekly earnings (ind. comp.)†	December 1974	184.85	-	1.5	+	13.9
Average hourly earnings (mfg.)†	"	4.72	+	1.3	+	16.8
Average weekly hours paid (mfg.)†	"	36.7	-	5.9	-	3.4
Consumer price index (1961 = 100)	March 1975	178.9	+	0.5	+	11.3
Index numbers of weekly wages in 1961 dollars (1961 = 100)†	December 1974	131.9	-	5.0	+	0.8
Total labour income (millions of dollars)†	February 1975	6,586.0	+	0.3	+	15.5
<hr/>						
INDUSTRIAL PRODUCTION†						
Total (average 1961 = 100)	February 1975	211.5	+	0.7	-	5.9
Manufacturing	"	206.5	+	0.5	-	7.6
Durables	"	236.8	+	1.5	-	9.0
Non-durables	"	182.6	-	0.4	-	6.0
<hr/>						
NEW RESIDENTIAL CONSTRUCTION**						
Starts	February 1975	12,106	-		-	46.3
Completions	"	25,062	-		-	16.8
Under construction	"	124,729	-		-	25.2

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS, 1970-75

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-1975

Strikes and Lockouts, 1970-1975		Strikes and Lockouts in Existence During Month or Year				
		Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Duration in Man-Days	Percentage of Estimated Working Time
Month or Year					Man-Days	
1970		503	542	261,706	6,539,560	0.39
1971		547	569	239,631	2,866,590	0.16
1972		556	598	706,474	7,753,530	0.43
1973		677	724	348,470	5,776,080	0.30
1974		1,170	1,216	592,220	9,255,120	0.46
1974:						
January		71	132	44,475	424,270	0.28
February		83	144	51,473	437,270	0.27
March		120	187	66,484	620,510	0.38
April		143	254	96,535	1,398,940	0.80
May		121	226	217,420	2,025,650	1.24
June		130	236	107,848	1,021,110	0.55
July		120	241	73,157	858,910	0.47
August		95	229	67,085	718,070	0.45
September		95	210	63,418	686,480	0.39
October		95	203	77,474	481,580	0.30
November		31	130	25,478	317,110	0.20
December						
*1975						
January		107	183	44,341	433,110	0.25
February		61	153	37,459	370,830	0.24

* Preliminary.

STRIKES AND LOCKOUTS, FEBRUARY, 1975, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes During Lock-outs	Workers Involved	Man-Days
Forestry	-	1	250	5,000
Fishing	1	2	2,724	35,240
Mines	3	5	2,615	13,960
Manufacturing	25	74	13,337	155,610
Construction	4	6	437	2,230
Transpn. & utilities	8	17	1,609	16,540
Trade	3	10	445	5,260
Finance	-	-	-	-
Service	9	24	5,516	59,420
Public administration	8	14	10,526	77,570
All industries	61	153	37,459	370,830

STRIKES AND LOCKOUTS, FEBRUARY, 1975, BY JURISDICTION (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	5	8	1,134	17,600
Prince Edward Island	-	-	-	-
Nova Scotia	3	4	398	2,030
New Brunswick	3	4	1,862	11,280
Quebec	19	59	10,574	130,150
Ontario	9	34	6,754	50,600
Manitoba	1	5	189	1,880
Saskatchewan	1	3	647	12,450
Alberta	2	5	1,593	27,460
British Columbia	13	23	5,451	62,000
Federal	5	8	8,857	55,380
All jurisdictions	61	153	37,459	370,830

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1975 (PRELIMINARY)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
			February	Accumulated	Termination Date	
Location	Union					Result
Forestry						
Société Forestière Domtar Ltée., Dolbeau, Qué.	Woodworkers Fed'n (Ind.)	250	5,000	8,000	Jan. 16	Sympathy strike—
Fishing						
Six fish companies, various locations, Nfld.	Food workers (AFL-CIO/CLC)	800	16,000	33,600	Jan. 2	Wages, implementation of conciliation report—
Fisheries Association of British Columbia, various locations, B.C.	United Fishermen (CLC)	1,924	19,240	19,240	Feb. 16	Prices paid for fish—
Mines						
METAL MINES						
Les Mines, Patino du Québec, Chibougamau, Qué.	Steelworkers loc 5914 (AFL-CIO/CLC)	410	8,200	30,170	Nov. 18/74	Wages, cost-of-living clause—
Similkameen Mining Co. Ltd., Princeton, B.C.	Steelworkers loc 649 (AFL-CIO/CLC)	125	630	630	Feb. 24	Dismissal of one employee—
NON-METAL						
Canadian John's Manville Ltd., Asbestos, Qué.	(CSD)	2,000	4,000	4,000	Feb. 19 Feb. 21	Contract demands— Return of workers
Manufacturing						
RUBBER						
Canadian Technical Tape, Montréal, Qué.	Fed'n of paper workers (CNTU)	180	1,800	18,360	Sept. 20/74 Feb. 17	Wages, cost-of-living escalator clause, voluntary overtime— Wage increases & improved benefits
Bombardier Limitée, Kingsbury, Qué.	(CNTU)	280	280	280	Feb. 10 Feb. 11	Wages— Settled by mutual agreement
LEATHER						
A.R. Clarke & Company Limited, Toronto, Ont.	Food workers loc 125L (AFL-CIO/CLC)	375	7,500	7,500	Feb. 3	Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1975 (PRELIMINARY) (CONT'D)

Industry			Duration in Man-days		Starting Date	Major Issues
Employer		Workers Involved	February	Accu- mulated	Termination Date	
Location	Union					Result
TEXTILES						
Dominion Dyeing & Printing Ltd., Drummondville, Qué.	CSD	324	1,620	2,590	Jan. 28 Feb. 10	Job jurisdiction & overtime— Settled by mutual agreement
Versatile Knitting, Cornwall, Ont.	Textile workers union loc 1898 (AFL-CIO/CLC)	112	1,120	1,120	Feb. 9 Feb. 24	Over due bonus— Settled by mutual agreement
KNITTING MILLS						
Penman's Ltd., Saint-Hyacinthe, Qué.	Textile federation (CNTU)	330	6,600	62,370	May. 31/ 74	Wages—
Johnson Wire Weav- ing, Montreal, Qué.	Machinists loc 1758 (AFL-CIO/CLC)	300	300	300	Feb. 14 Feb. 15	COLA clause, seniority— Return of workers after one day
Dana Original Inc., Berthierville, Qué.	Textile Federation (CNTU)	117	230	230	Feb. 27	Wages—
PAPER						
Sonoco Products Ltd., Terrebonne, Qué.	Fed'n of paper workers (CNTU)	110	2,200	13,310	Sept. 9/ 74	Seniority, cost-of-living adjustment—
Rayonnier Québec (ITT), Port-Cartier Qué.	Canadian paper workers loc 1125 (CLC)	225	4,500	8,550	Jan. 8	Suspension of some workers—
PRIMARY METAL						
Union Carbide, Beaubarnois, Qué.	Steelworkers loc 5987 (AFL-CIO/CLC)	450	9,000	12,950	Jan. 19	Working conditions, interpretation of contract—
Standard Tube Canada Ltd., Woodstock, Ont.	Auto workers loc 636 (CLC)	600	6,000	6,000	Feb. 16	Wages & fringe benefits—
METAL FABRICATING						
Québec Wires, Trois-Rivières, Qué.	Steelworkers loc 7092 (AFL-CIO/CLC)	125	2,500	6,500	Dec. 16/ 74	Employees locked-out; wages for female workers—
Paragon Tools, Windsor, Ont.	Auto workers loc 195 (CLC)	119	2,380	3,280	Jan. 10	Not reported—
Sometal Atlantic Ltée, Rimouski, Qué.	Fed'n of metal trades unions (CNTU)	139	1,250	1,250	Feb. 18	Wages & fringe benefits—
Zimcor Company- Ramsay Industries Div., Lachine, (Montréal) Qué.	(AFL-CIO/CLC)	274	2,190	2,190	Feb. 19	Not reported—
MACHINERY						
Hamilton Gear and Machine Co., Toronto Ontario	Moulders loc 28 (AFL-CIO/CLC)	134	2,680	4,420	Jan. 15	Wages & fringe benefits—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Termination Date	Major Issues
					February	Accumulated			
	Gearmatic Co. Ltd., Surrey, B.C.		Steelworkers (AFL-CIO/CLC)	170	3,400	4,250	Jan. 27 Feb. 3		Respecting picket lines— Return of workers
	Dominion Engineering Works Ltd., Lachine, Qué.		Machinists loc 1660 & 2505 (AFL-CIO/CLC)	1,300	-	1,300	Jan. 31 Feb. 3		Cost-of-living adjustment— Return of workers after one day study session

TRANSPORTATION EQUIPMENT

	United Aircraft of Canada Ltd., Longueuil, Qué.		Auto workers loc 510 (CLC)	1,200	24,000	611,400	Jan. 7/74		Union security, wages, cost-of-living clause—
	Chrysler Canada Ltd., Windsor, Ont.		Auto workers loc 444 (CLC)	240	240	240	Feb. 4 Feb. 5		Not reported— Return of workers
	Saint-John Shipbuilding and Dry Dock Co. Ltd., Saint-John, N.B.		Five unions	1,500	7,500	7,500	Feb. 17 Feb. 24		Parking facilities— Dispute settled

ELECTRICAL PRODUCTS

	C.P. Clare Canada, Weston, Ont.		U.E. loc 518 (CLC)	275	5,500	11,550	Nov. 11		Wages & fringe benefits—
	Rotor Electric Co. Ltd., Concord, Ont.		Steelworkers loc 697 (AFL-CIO/CLC)	225	-	2,030	Jan. 21 Feb. 3		Wages & fringe benefits— Settled by mutual agreement
	Leviton Manufacturing of Canada Ltd., Montreal, Qué.		Steelworkers loc 15510 (AFL-CIO/CLC)	300	-	300	Jan. 31 Feb. 3		Wages— Return of workers
	Canadian General Electric Co. Ltd., Peterborough, Ont.		U.E. loc 524 (CLC)	1,300	4,640	4,640	Feb. 13 Feb. 18		Grievance— Settled by mutual agreement
	Leviton Manufacturing of Canada Ltd., Montréal, Qué.		Steelworkers loc 15,510 (AFL-CIO/CLC)	615	6,460	6,460	Feb. 14		Wages—
	Phillips Cables Ltd., Coleman, Alta.		Industrial Mechanical workers loc 2 (CCU)	200	400	400	Feb. 27		Wages & term of contract—

NON-METALLIC MINERAL PRODUCTS

	Consumers Glass, Candiac, Qué.		United Glass workers loc 250 (AFL-CIO/CLC)	407	8,140	10,470	Jan. 24		Wages, COLA clause—
	Consumers Glass Co. Ltd., Lavington, B.C.		United Glass workers loc 257 (AFL-CIO/CLC)	340	6,800	7,480	Jan. 30		Wages, fringe benefits, grievances—

PETROLEUM & COAL PRODUCTS

	Texaco Canada Ltd., " Montreal, Qué.		Oil workers loc 9-618	317	910	7,320	Jan. 3 Feb. 5		Cost-of-living adjustment— Return of workers
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STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1975 (PRELIMINARY) (CONT)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					February	Accu- mulated	Termination Date	Result
CHEMICAL PRODUCTS								
	Rexall Drug Co. Ltd., Mississauga, Ont.		Chemical workers loc 279 (AFL-CIO/CLC)	153	150	10,250	Oct. 28/74 Feb. 4	Not reported— Settled by mutual agreement
	Colgate-Palmolive Ltd., Toronto, Ont.		Chemical workers loc 809 (AFL-CIO/CLC)	330	6,600	10,560	Jan. 16	Wages & fringe benefits—
	Cyanamid of Canada, Saint-Jean, Qué.		Chemical workers loc 449 (AFL-CIO/CLC)	254	5,080	7,370	Jan. 21	Wages—
Construction								
	Loram International, Micaa Creek, B.C.		Int. Operating Engineers loc 115 (AFL-CIO/CLC) Teamsters loc 213 (Ind.)	140	420	420	Feb. 12 Feb. 17	Not reported— Not reported
	Commonwealth Construction, Princeton, B.C.		Various trade unions	125	500	500	Feb. 24	Refusing to cross picket lines set up by Steelworkers loc 649 at Similkameen Mining Co. Ltd.
Transportation and Utilities								
TRANSPORTATION								
	Four Trucking Firms Various locations, Qué.		Teamsters loc 106 (Ind.)	700	6,300	20,300	Jan. 6 Feb. 14	Wages— Settled by mutual agreement, wage increases
	Autobus scolaires, rég., Chicoutimi (16 companies) Chicoutimi, Qué.		Public service Fed'n (CNTU)	160	2,400	4,000	Jan. 20 Feb. 24	Wages & fringe benefits— Settled through conciliation
	CNR, various locations in Canada		Locomotive engineers various locals (Ind.)	1,787	-	8,750	Jan. 22 Feb. 3	Wages— Return of workers
	Les Autobus Gaudreault Inc., Joliette, Qué.		(CNTU)	107	2,140	2,350	Jan. 30	Wages, seniority—
	Cartier Transport, Baie Comeau, Qué.		Teamsters loc 22 (Ind.)	160	800	800	Feb. 10 Feb. 18	Cost-of-living adjustment— Settled by mutual agreement

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					February	Accu- mulated	Termination Date	Result
Trade								
WHOLESALE								
	International Harvester Co. (Parts Dept.), Burlington, Ontario		Auto workers loc 398 (CLC)	150	1,200	13,350	Oct. 4/74 Feb. 13	Wages— Settled through mediation, wage increases, COLA clause
Service								
EDUCATION								
	Lakehead Board of Education, Thunder Bay, Ont.		Ont. Secondary School teachers' Fed'n (Ind.)	554	280	25,770	Nov. 26/74 Feb. 3	Wages & fringe benefits— Wage increases & COLA clause, settled through mediation
	Calgary School District # 19, Clagary, Alta.		Public employees loc 40 (CLC)	838	16,760	19,270	Jan. 29	Wages, hours of work and other issues—
	CEGEP La Pocatière, La Pocatière, Qué.		Teachers Fed'n & public service Fed'n (CNTU)	140	2,800	2,800	Feb. 3	Asking dismissal of two directors—
	Regina Separate School Board, Regina, Sask.		Sask. Teachers Federation (Ind.)	495	9,410	9,410	Feb. 4	Special allowances, leave—
	Calgary R.C. Separate School Board, Calgary, Alta.		Public employees loc 520 (CLC)	200	3,200	3,200	Feb. 7	Wages: equal pay for women—
	Halifax County Municipal School Board, various locations, N.S.		Public employees loc 1025 (CLC)	220	1,540	1,540	Feb. 17 Feb. 26	Wages— Settled through conciliation
	Ottawa Board of Education, Ottawa, Ont.		Two teachers' union (Ind.)	1,600	3,200	3,200	Feb. 27	Wages, COLA clause—
HEALTH & WELFARE								
	Norwood Auxiliary Hospital Dr. A. McGregor Nursing Home, Edmonton, Alta.		Public employees loc 1158 (CLC)	300	6,000	21,810	Nov. 19/74	Wage increase to non-union workers—
	Hôpital du Sacré-Coeur, Hull, Qué.		Service federation (CNTU)	288	5,760	6,770	Jan. 28	Weekend work—
	Victoria General Hospital N.S. Pathological Inst., Halifax, N.S.		N.S. Government Employees Assoc. (Ind.)	156	450	610	Jan. 30 Feb. 5	Wages— Employees resigned
	9 hospitals, N.B., various locations N.B.		N.B. Assoc. of registered nurses	243	2,040	2,040	Feb. 3 Feb. 11	Wages— Return of nurses under injunction

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1975 (PRELIMINARY) (CONC

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					February	Accu- mulated	Termination Date	Result
Public Administration								
FEDERAL ADMINISTRATION								
	Royal Canadian Mint, Ottawa, (Ont.), Hull (Qué.) & Winnipeg (Man.)		Public Service Alliance (CLC)	650	13,000	23,400	Jan. 9	Wages, COLA clause—
	Government of Canada (37 departments and agencies) (Rotating) Various locations in Canada		Public Service Alliance of Canada (CLC)	7,329	34,400	34,400	Feb. 18	Wages—
LOCAL ADMINISTRATION								
	City of Victoria, Victoria, B.C.		Public employees loc 50 (CLC)	280	5,600	7,000	Jan. 27	Wages—
	City of Victoria, Victoria, B.C.		Public employees loc 388 (CLC)	250	5,000	6,250	Jan. 29 Feb. 4	Respecting picket lines set up by CUPE loc 50
	Municipal employees coordinating committee, Greater Victoria, B.C.		Public employees loc 511, 374 & 388 (CLC)	750	13,500	13,500	Feb. 5	COLA clause—
	Municipal employees coordinating committee, Greater Victoria, B.C.		Public employees loc 333 & 374 (CLC)	108	1,620	1,620	Feb. 10	Wages, COLA clause—
	Surrey municipality, Surrey, B.C.		Public employees loc 402 (CLC)	700	1,400	1,400	Feb. 24 Feb. 26	Wages, COLA clause, grievances Settled through mediation
	Municipal employees coordinating committee, Victoria B.C.		Public employees loc 382 (CLC)	279	1,400	1,400	Feb. 24	Wages & COLA clause—

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

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Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price 75 cents. Cat. No. L2-1/1972.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1973. (Bilingual). Price \$2.00. Cat. No. L2-15/1973.

Measuring the Quality of Working Life. Proceedings of a symposium on social indicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H. Portugal. Price \$4.00. Cat. No. L41-13/1974.

Productivity, Costs and Prices. An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

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Women in the Labour Force. Facts and Figures (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

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Labour Standards in Canada. Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.50. Cat. No. 12-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

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Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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THE LABOUR GAZETTE and LA GAZETTE DU TRAVAIL are published monthly by the Canada Department of Labour, Public Relations Branch.
CORRESPONDENCE — Address letters dealing with editorial matters to the Editor, The Labour Gazette, 340 Laurier Ave. W., Ottawa K1A 0J2.
SUBSCRIPTIONS — Canada: \$5 a year, single copies 60 cents; all other countries: \$7 a year, single copies 75 cents. Send remittance by cheque or post office money order, payable to the Receiver General of Canada, to Information Canada, Publishing Division, Ottawa K1A 0S9.
CHANGE OF ADDRESS — Send the new address, together with the previous address label, to Information Canada, Publishing Division, Ottawa K1A 0S9.
INDEXED IN: Canadian Periodical Index, Index to Canadian Legal Periodical Literature, Public Affairs Information Service Bulletin, and Work Related Abstracts.



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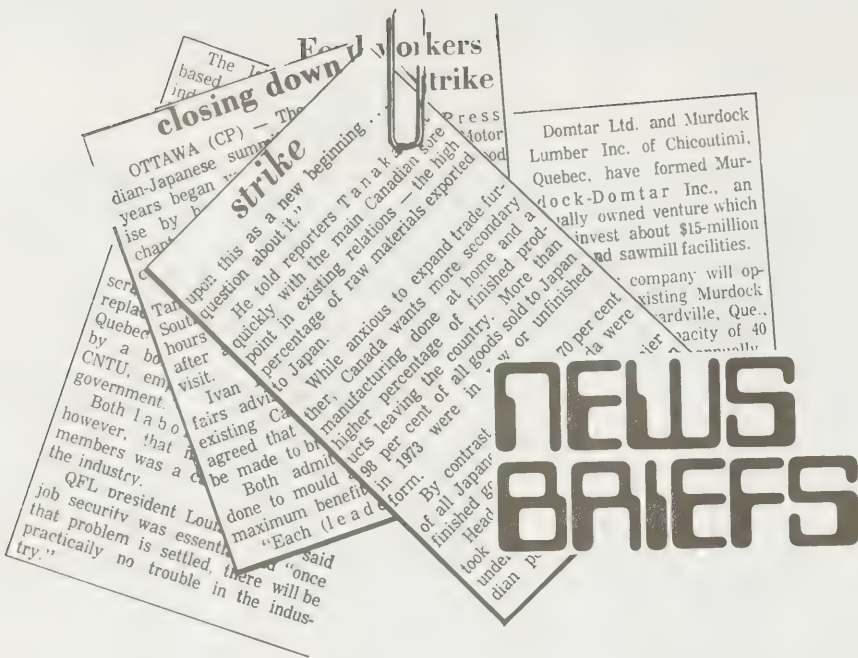
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The PQ Parliamentary Leader, Yvan Morin, described the new legislation as "steamroller laws that destroy everything in their path," but Justice Minister Jerome Choquette described them as "excellent laws that are necessary given the current circumstances."

CLC Opposes Quebec Legislation

The Canadian Labour Congress has expressed opposition to government trusteeship over trade unions, and has warned that such a step would constitute a threat to freedom and civil liberties.

Government Control of Quebec Unions

Québec's National Assembly has given final approval to two bills giving the provincial government unprecedented control over unions in Québec.

The legislation is a result of the Cliche Commission report on corruption in Québec's construction industry (p.430).

The first bill gives the provincial government a three-year trusteeship over four locals of major construction unions affiliated with the Québec Federation of Labour:

International Union of Operating Engineers local 791; United Association of Plumbers and Pipefitters local 144; International Union of Elevator Constructors local 89; and Interprovincial Brotherhood of Electrical Workers local 1677 (International Brotherhood of Electrical Workers local 568.)

A 10-member trusteeship council headed by Yves Ryan, mayor of Montreal North, has been named by the Québec government.

The second controversial bill approved by the Assembly has brought official protest from the Civil Liberties Union. The legislation removes the presumption of innocence and places the burden of proof on those accused of participating in illegal strikes or lockouts in the construction industry.

This same legislation prohibits persons convicted of serious crimes, such as kidnapping, extortion, murder, and embezzlement, from holding office in unions for the rest of their lives.

Those convicted of lesser crimes, such as theft, breaking and entering, and public mischief, are to be barred from holding executive positions in unions for five years after completion of their sentences.

Those granted pardons by the National Parole Board, however, will be allowed to hold union offices regardless of the crime.

Québec's Official Opposition—the six members of the Parti Quebecois—voted against the bills, as did Camil Samson, leader of the Creditistes.

The congress has urged the government to create a supervisory commission to protect the public interest and to let the unions set up their own trusteeship with increased powers.

The statement is in reaction to the Quebec provincial government's legislation placing four locals of major construction unions under provincial trusteeship.

The CLC also denounced what it terms "the reign of corruption that has infiltrated part of the Quebec labour movement" as revealed by the Cliche Commission inquiry into the Quebec construction industry.

Joe Morris, CLC president said on behalf of the CLC executive council: "A handful of thugs, racketeers and demagogues succeeded in taking over the control of some unions, which should have rightfully remained in the hands of the membership.

"These corrupt elements are but a small minority among the thousands of decent, law-abiding trade unionists whose democratic rights have been trampled...

"The labour movement cannot disclaim responsibility for this situation. It should have been more vigilant and more forceful in protecting itself from this cancer."

However, Morris also blamed others for the situation in the Quebec construction unions: "The guilt is shared with many others. It lies with the employers whose greed made them willing accomplices...

"And it lies with the provincial government on several counts. First, the government set the stage in 1968 when it adopted the Construction Industry Labour Relations Act, which deprived individual construction unions of their bargaining rights and delegated these rights to central labour bodies.

"This weakened the democratic control of these unions by their own membership and opened the way to most of today's problems."

Morris also expressed strong CLC opposition to the Quebec government's legislation that removes the presumption of innocence on the part of those accused of participating in illegal strikes and lockouts:

"We are opposed to the suggestion that union leaders and members be presumed guilty until proven innocent. This is contrary to the basic tenets of our country's principles of justice."

Morris further condemned the Quebec government when he accused it of "using the Cliche recommendations for its own political purposes by threatening the unions and by laying all the blame at their doorstep, virtually ignoring the faults of everyone else.

"A cleanup and reform of all the parties involved—government agencies, unions and employers,—is imperative."

New CMA Chief



Harold Corrigan, president of Alcan Canada Products Limited, Toronto, was elected president of the Canadian Manufacturers' Association for 1975-76 at the CMA's 104th annual general meeting in Toronto. He succeeds Walter R. Lawson, of Montreal.

PS Union Rights

An International Labour Organization conference has recommended that the right of government employees to form independent trade unions should be proclaimed in new international agreements.

Delegates to the Technical Conference on the Public Service, at Geneva in April, recommended unanimously that an early session of the ILO's general conference adopt a labour standard covering civil servants' freedom of association and procedures for determining their conditions of employment.

The conference made no specific reference to public service strikes, but said the standard should provide for the settlement of disputes by negotiation or by jointly agreed independent procedures such as mediation, conciliation and voluntary arbitration. It said such methods

"would make it unnecessary for public servants' organizations to have recourse to such other steps as are normally open to organizations of workers in defence of their legitimate interests."

The conference said the new standard should deal with the position of all public servants, while leaving it to national laws and regulations to determine how far guarantees should apply to the police and to the armed forces.

Residual Rights Theory

The residual rights or management rights theory is a "mischievous and fallacious one that confuses property rights with human relations," according to **William Kelly**, assistant deputy minister of labour.

In an address to the Science Council of Canada, he said strict adherence to that doctrine could lead only to social unrest, particularly during this era of rapid technological change.

He said, however, that he is no longer finding strict adherence among management representatives to the theory that any rights not bargained away in the collective agreement belong to management.

Kelly attributed this to the "educational effect" of the 1965 report of the Freedman Industrial Inquiry Commission into railway run-throughs. Parliament passed legislation in 1972 authorizing the reopening of a collective agreement in mid-term, under certain conditions, when technological change is introduced. Kelly said the "gloomy predictions" about the harmful effect of the legislation have not materialized.

Since the Act was proclaimed, the Canada Labour Relations Board has received five applications for contract

reopening, he said. "One was withdrawn, three rejected and one decision is pending. There have been no strikes resulting from reopening of collective agreements."

Flextime Successful

Employees of 21 Ontario companies working flexible hours endorse the system, and their employees agree that it would be difficult to return to standard hours.

The companies, surveyed by a Toronto firm of management consultants, Haskins and Sells Associates, were mainly financial, service, utility and retail organizations, and most of the employees on flexible hours were office workers.

Fifteen of the companies reported increased productivity after flexible hours were adopted, and 19 observed improvements in employee morale. One reason for this was the disappearance of the 'late hassle' and with it a sense of relief from tension and guilt.

Most of the companies also reported that overtime had decreased. So had one-day and half-day absenteeism, but not absenteeism of longer duration.

The size of the firms ranged from 37 to 2,700 employees. Most of them said flexible hours had changed the focus of attention of the workers "from filling time, to completing assignments."

Twelve companies reported that supervisors were affected more than any other members of the management team: "Supervisors can no longer exercise control over the comings and goings of employees, nor can they rely on their physical presence to keep up production. Directions must still be given, and work assigned. Employees, however,

must be trusted to carry through in a responsible manner."

Supervisors had to do more planning and to communicate more freely and fully with subordinates. "In some cases assistance was required to help supervisors achieve these skills," the survey found.

Only one of the companies had dropped flexible hours. It said this had to be done because they were introduced "by edict" and without enough discussion and input from supervisors and employees.

Illegal PS Strikes

Stronger powers for the Public Service Staff Relations Board to deal with illegal strikes are sought by its chairman, **Jacob Finkelman**, in a supplementary submission to a Parliamentary committee studying employer-employee relations in the public service.

Finkelman wants the board given the power to hear cases and impose appropriate penalties on designated employees it finds guilty of walking off the job illegally.

At the present time, the board can only give the employer, the Government, permission to prosecute before the courts, a time-consuming process, which, critics say, often means many charges are not laid at all.

Designated employees are members of bargaining units whose work is regarded as necessary to security and public safety and who are prohibited from striking even if their fellow workers participate in a legal walkout.

In his supplementary submission, Finkelman also asks that the present system of fines be replaced by suspensions of employees from the

job, with a maximum time limit for suspensions set by Parliament.

Postal Problems

Postal workers in Canada are going to be asked to run one city postal plant themselves.

"I'm issuing a challenge to the unions," Postmaster-General **Bryce Mackasey** said in a May 14 address to the Canadian Direct Mail Association's annual meeting, in Toronto.

"I'm going to take one city postal plant," he said. "I'm going to invite the employees to sit down with management and tell us how they think it should be run. Then we'll work out a procedure and let them run it themselves. If it works, we'll go on from there."

Mackasey said he's never seen the mood of the country "so dangerously anti-labour." On the subject of inflation, he said the only cure is productivity, "but productivity is falling and restraint seems as rare as chastity."

Mackasey said a major reason for the post office's troubled labour relations is that the unions are reacting to the impact of new automated production techniques.

Bright young workers, "the best educated in history," came into the post office and are given tasks that are "mindless yet call for concentration ... You can't make a contribution. No initiative is required. You feel unimportant, belittled, like a machine."

He added: "Four of ten quit within a year ... Those who stay are those who can't afford to quit. People locked in by the need for money, people without skills for better jobs."

Mackasey described how the problem increases as young workers leave: "Productivity drops. So management makes the job even simpler so that too much time won't be spent training people who leave, and the job becomes more boring. Supervisors tighten control—and the job becomes more oppressive. Again turnover rises. Again productivity drops."

He said the worker who stays doesn't like the job and doesn't like himself for doing it. Often his hostility is channelled through the union, "and it threatens the basic structure of labour relations." Mackasey expressed optimism, however, that "enlightened self-interest" would bring union and management closer together.

He added: "In the past decade Canada's output has gone up 50 per cent. Sweden's went up 100 per cent and Japan's 188. The difference is the difference between co-operation and conflict."

First-Quarter Settlements

Collectively bargained settlements in the first quarter of 1975 showed a lower rate of wage increase than those of the fourth quarter of 1974, tempering the upward trend that had been evident throughout 1974.

The 69 settlements, covering 106,235 workers, reached in the first quarter produced average annual increases in base rates of 16 per cent in compound terms. The comparable figure for the fourth quarter of 1974 was 17.2 per cent.

Only agreements covering 500 workers or more, excluding agreements in the construction industry, were included in the figures.

In the 12-month period ended in March 1975, average increases equal to 15.5 per cent were provided for in

394 agreements covering 734,210 employees.

In the contracts settled during the first three months of 1975, 20 provided for a cost-of-living allowance (COLA).

Thirty-five settlements were classified as one-year agreements, 27 were classified as two-year agreements, and seven as three-year agreements.

In one-year agreements, the average annual increase in base rates was 18.6 per cent. In two-year agreements the average annual increase was 20.2 per cent for the first year and 10.9 per cent for the second year. In three-year agreements it was 14.7 per cent for the first year, 4.8 per cent for the second year and 4.8 per cent for the third year.

The base rate is the lowest-paid classification used for qualified workers in the bargaining unit. In most cases it is the rate for an unskilled or semi-skilled classification.

Of the 394 settlements reached in the 12 months ending in March 1975, 131 were classified as one-year agreements, 215 as two-year agreements and 48 as three-year agreements.

First-Quarter Stoppages

During the first three months of this year, 1.3 million man-days were lost as a result of strikes and lockouts, 168,000 more than in the corresponding period last year, and more than twice the total for the same period in 1973.

The 309 work stoppages in the first quarter of 1975 involved 92,840 workers and represented 27 man-days lost through strike activity for every 10,000 worked. Sixteen stoppages were under federal jurisdiction and involved 251,570 lost man-days.

In the corresponding period in 1974, 266 work stoppages involved 88,410 workers and represented 23 man-days lost for every 10,000 worked. Of this total, 13 of the stoppages were under federal jurisdiction and involved 5,074 workers, with a loss of 24,300 man-days.

Illegal Immigrants

A recent article in *The Financial Post* says the Department of Manpower and Immigration is having trouble cracking down on employers who import foreign workers without employment visas.

Under regulations introduced in January, 1973, people who have neither Canadian citizenship nor landed immigrant status must obtain work permits before accepting a job in Canada.

In 1974 there were 371 prosecutions against non-immigrants for working illegally, but the **FP** article by Sheldon E. Gordon, says the number who escape detection is estimated to be in the thousands.

"Yet the employers who hire them, often at excessively low wages, seldom have to face the music," he adds. "A total of eight were prosecuted in the past 15 months, and only five of those were convicted." Sheldon, who based his report on interviews with **M & I** officials, says an employer can usually clear himself by maintaining that he was deceived as to the true status of the employee he hired.

Job-Creation Scheme

Another report by Gordon in *the Financial Post* says the Department of Manpower and Immigration wants to

expand its Local Initiatives Program to provide jobs for 10 or 12 months rather than short, seasonal employment.

The article also quotes Manpower Minister Robert Andras as saying he plans a "fairly massive" job-creation scheme.

Andras reportedly wants to "invest heavily in occupational training so that workers' skills will be upgraded when the economy eventually recovers.

Gordon reports that amendments to the Unemployment Insurance Act, originally expected to be introduced by the end of last year, are being postponed until next fall. The amendments would require people who leave jobs voluntarily to wait an extra three weeks before qualifying for benefits. The amendments would also affect the current provision for an extended period of benefits when the national unemployment rate is high.

Delaying the amendments, the report says, will give the department time to digest the results of a Newfoundland experiment that could be a model for a nation-wide attempt to integrate jobless benefits with occupational training allowances.

The Newfoundland project will provide vocational training to 2,000 UIC claimants who will receive only \$10 a week in training allowances, with their UIC cheques continuing during the training period.

The requirement that UIC recipients be actively looking for, and available to accept, suitable jobs will be waived during the training period. If no job is available for the upgraded worker at the end of his vocational course, he will be allowed to resume his place on UIC rolls.

The report adds: "Andras favours this integrated approach as a way of assuring that the UIC not only provides temporary income support,

but also makes it possible for the claimant to qualify for the type of job that can keep him off the UIC rolls for good."

Gordon says Andras declined to estimate the cost of his new job-creation proposals, saying only that "his department's yardstick measures a drop of 0.3 per cent in the unemployment rate for every \$100 million it spends on job creation."

In the 1974-75 fiscal year, the federal government spent \$139 million on job creation programs including LIP, Opportunities for Youth, and the Local Employment Assistance Program for native people, the handicapped and other "chronically jobless" groups.

Job-Finding Drive Extended

The department of manpower and immigration has extended its special job-finding and placement drive for unemployment insurance claimants, employable welfare recipients and "selected Canada Manpower clients in need."

The program was started early last year on an experimental basis in seven cities: Halifax, Montreal, Toronto, Hamilton, Winnipeg, Edmonton and Vancouver.

In April this year it was extended to 34 cities, involving 84 Canada Manpower Centres and 56 Unemployment Insurance Commission offices. The department hopes to extend it to all Manpower Centres in the country by April 1, 1976.

Last year, between April 1 and December 31 the experimental project resulted in 30,248 people being placed in jobs. About the same number found employment on their own after guidance and advice from manpower counsellors. Another 5,431 were

directed to training courses, and 233 were given mobility grants.

The department estimates the drive will save the Unemployment Insurance Commission between \$30 and \$40 million for the fiscal year 1974-75,—a return of \$5 to \$7 for every dollar spent on it.

Labour Force Survey

Statistics Canada intends to gather more information in its monthly labour force survey, and has already started trial runs of a new, expanded survey questionnaire. There have been few changes in the survey design since 1952, when the agency began doing a monthly survey instead of one every four months.

The new revision is intended to take into account changes in employment practices of the last two decades. For example, the definition of part-time work is under 30 hours a week instead of under 35 because many employees now have a standard workweek of fewer than 35 hours.

New information on employment being sought includes the number of people holding more than one job, current rates of pay, reasons for job absences and the number of people with jobs who are looking for new ones. The unemployed are being asked how long they have been looking for work, what they are doing to find it, how many hours a week they want to work and what kind of job they last held.

The bureau is using both the old and new survey forms and comparing the results. If the new one is adopted, it may take three and a half years to develop it fully.

Occupational Training Agreements

The Department of Manpower and Immigration has announced the signing of new two-year adult occupational training agreements with four provinces.

The provinces, and the amounts made available to them under the agreements: New Brunswick, \$16,428,000; Newfoundland, \$10,014,000; Saskatchewan, \$6,840,000; and Prince Edward Island, \$4,822,000.

The department has also announced a shared-cost agreement with Alberta under which the two parties will each provide \$1.8 million in the 1975-76 fiscal year for industrial occupational training in the province.

Job Barriers

Manpower and Immigration Minister Robert Andras says some Canadian employers are guilty of "restrictive" hiring practices by adopting employment criteria beyond the qualifications needed to do the job.

He said the most prevalent forms of such job barriers are inflated educational requirements, an over-emphasis on previous job experience, age, sex, personnel testing, bonding and health requirements.

"Artificial and arbitrary employment criteria automatically exclude segments of the labour force," he said. "The results are an under-utilization of manpower, artificial labour shortages, a higher number of long-term vacancies and delays in hiring. All these are, of course, extremely costly to the employer."

He says his department has found arbitrary maximum and minimum age requirements that create job barriers

for both older workers and youth. "Employers should examine their hiring procedures carefully to ensure that various kinds of discrimination are not practised," Andras said.

Employer-Paid Training

About one in almost every 13 workers (7.9 per cent) participated in an employer-sponsored training program in 1973, Statistics Canada says. The first of a planned series of surveys on employee training programs shows that white-collar workers had the best training opportunities.

The survey found that 9 per cent of men and 6 per cent of women were given training courses. It found also that the proportion of workers given employer-sponsored training was highest in governments and financial institutions and lowest in the construction industry. Many of the apprenticeship programs in construction are sponsored by provincial labour departments.

Second Darling Report

If Canada doesn't develop an international shipping policy it may soon find itself priced out of a changing international shipping market. This warning comes from H.J. Darling in a study for the Ministry of Transport on the elements of an international shipping policy for Canada.

Darling was chairman of an earlier committee of inquiry that studied Canada's coastal shipping industry (LG, April 1973, p 200).

By its terms of reference, the latest study was to "provide a brief résumé of the background and issues in any projected development of Canadian-

flag deep-sea shipping, with emphasis on the policy options available, their relative importance and practicality, and the priorities and co-operation necessary to initiate an effective and economic policy."

Through the years, the principal argument against developing a Canadian deep-sea fleet has been that Canada could buy shipping services more cheaply on a highly competitive international market.

But Darling gives warning that the competitive nature of that market is changing: competition in a free market is diminishing, but competition between large shipping consortia, backed in many cases by their states, is increasing. So is direct competition from national fleets "that define economic decisions differently."

"Canada, with its hands-off policy, is close to becoming a unique case among the world's main trading nations," he asserts.

As shipping policies become increasingly nationalistic, "bilateral agreements that effectively squeeze out third-flag operators constitute a serious threat to the rates and services offered Canadian shippers, and to the use of Canadian ports."

Darling also says that an international convention now under study—the UNCTAD Convention on a Code of Conduct for Liner Conferences—is a "high-level endorsement of completely nationalistic shipping policies," and "a clear warning to all nations to protect their own interests."

And Canada has several interests to protect, including the movement of bulk resources like ore and coal, the role of Canadian ships in the development of the Arctic, the container consortia that have taken over the general cargo trade—"this would involve the competitive position of Canadian ports as against American ports"—the bilateral shipping policies

of other countries, and the position of Canadian ports as a result of modern shipping trends.

The report says a Canadian shipping policy would require more unification and co-ordination of responsibilities than now is possible: "Policy now is fragmented between different departments and agencies, each having its own priorities and its own terms of reference."

It also recommends a general program of shipping assistance available on prescribed terms to any Canadian operator that would permit him to take his own initiative in deep-sea shipping but would not involve any government responsibility for maintaining the operation.

"Such a program should therefore not include direct capital subsidies beyond the shipbuilding subsidies already available, nor operating subsidies."

Unions in Canada do not seem to find unreasonable a modern manning scale nor a requirement of binding arbitration of disputes as a condition for qualifying for any government program of assistance," Darling says.

Holding Down Wages

The *Financial Times* says Canada has done better than seven out of nine rich industrial countries in holding down wage increases in manufacturing during the 12 months ended in February 1975. It calculates the increase in Canadian manufacturing wage rates at 17 per cent, compared with 10 per cent in the U.S. and 13 per cent in West Germany.

Major new contracts signed during the first quarter of this year provided for a first-year increase in base pay of 19.6 per cent in Canada, 12.5 per cent in the United States. The average increase over the life of these new

contracts was 16 per cent in Canada, 7.7 per cent in the U.S. The increase in base pay for all major settlements reached during the corresponding period last year was 16.7 per cent in Canada, 6.1 per cent in the U.S. First-quarter average hourly earnings in industry generally were up about 17.8 per cent in Canada in 1975 over the level a year ago, compared with 8.3 per cent in the U.S.

Canada's increases, however, were lower than those in all other European countries and Japan, according to the *Financial Times* report, by Peter Cook. The highest increase was 26 per cent in Belgium, and next were Britain and Japan, both with 24 per cent.

The report says wage gains in Canada have passed their peak, and that this country has suffered no competitive disadvantage except in relation to U.S. and West German markets. Even there, Canada is better off than other manufacturing countries, according to a study of unit labour costs in manufacturing, undertaken by the First National City Bank of New York and cited in the *Financial Times* report.

It said the price at which manufactured goods are produced in Canada rose to 99 per cent of the unit labour cost in the U.S. during 1974. "But in other countries the performance was much worse," Cook writes. "In Italy and Britain unit labour costs had increased to 126 and 122 per cent against a U.S. figure of 100 per cent in 1974

B.C. Wage Rates

The Employers' Council of British Columbia says employers in B.C. pay the highest rates in Canada and the United States in at least four industries—manufacturing, mining, construction and wood products.

The Council, in its *Industrial Relations Bulletin*, says also that since 1969 average hourly wages in the province have risen at an average rate of 9 per cent a year, compared with 10 per cent for all of Canada and 7 per cent for the U.S.

It also points out that in 1973 and 1974, increases in U.S. wage rates were "restrained to some degree by controls" while Canadian wage increases were "uncontrolled".

Organize Low-Paid

Unions in Canada have been warned by Cy Gonick, a professor of economics at the University of Manitoba, that if they don't organize workers in low-paying jobs, these workers may become part of an anti-union backlash. He spoke at a conference on policy planning at Carleton University in Ottawa.

These workers become annoyed when they hear of unions' wage demands and are ripe for an appeal for curtailing union rights and outlawing strikes, Gonick said.

New Mediation Program

To crack the walls of misunderstanding between management and labour, the United States Federal Mediation and Conciliation Service (FMCS) has established a new section, the Office of Technical Services, which operates with a new concept it calls "labour—management relations by objectives."

This is based on the idea that "labour and management can best identify their own mutual problems and are in the best position to decide how to solve them." The FMCS provides the expertise for prodding labour and management toward fundamental

changes in their relationship. With the help of a federal mediator, employees and unions, hampered by rigid adversary procedures, analyze their problems and establish new means of dealing with them.

Several projects have been initiated by the service, one of them at the Georgia-Pacific wood products and paper making complex at Woodlands, Maine, where the workers are represented by five unions and which suffered from a major strike last year.

The parties met in mixed labour and management groups to discuss areas they most wanted resolved. Their goals turned out to be improved communications, more trust and respect, mutual understanding and an improved future relationship. Their frank discussions appear to have been helpful.

William Sawyer, director of industrial relations for Georgia-Pacific, reports that a wage rate job adjustment that could not be resolved during the strike was worked out within a few weeks after the sessions. He also says grievances, which had numbered in the hundreds, slowed to a trickle.

Irving Marshall, president of the Paperworkers local, says the experiment gave union and management a chance to see each other's side of many problems, and how to work jointly to resolve them. Similar projects have begun in several other states.

Traditionally, the FMCS has viewed its role as one of settling crises after they have arisen. The new program is aimed at preventing disputes and improving long-term bargaining relationships.

Multinational Bargaining Remote

Co-ordinated bargaining between multinational labour organizations and

multinational companies is still in the remote future, it was found in a study by the Conference Board, a non-profit research organization supported by private industry.

The year-long study was based on questionnaire replies from 168 multinational corporations, and the views of the leaders of the major multinational labour organizations. The director of the study, David C. Hershfield, comments that the term "international" in many unions' names means only unions operating in the United States and Canada.

He considered the views of leaders of four federations considered to be multinational: the International Metalworkers Federation, the International Federation of Chemical and General Workers Unions, the International Federation of Petroleum and Chemical Workers, and the International Federation of Air Line Pilots' Associations. All are loosely associated with the International Confederation of Free Trade Unions.

So far, Hershfield noted, there has not been much evidence of the traditional adversary relationship of management vs. labour on the multinational level. On the contrary, he observed, there are indications that multinational companies and unions may find common interests.

Controls on MNEs Urged

Stringent controls on multinational enterprises are urged in a document presented to the Organization for Economic Co-operation and Development by its permanent trade union advisory committee.

The 90-page submission blames the OECD's "liberalization" policies for encouraging multinational corporations in "international oligopolistic and monopolistic practices."

It has been ratified by representatives of 36 million union members in 19 countries.

It proposes 13 "enforceable obligations" to be imposed on multinational corporations in the industrial relations field. They include:

- following the labour rules and practices of the host country only if they are not inferior to those drawn up by the International Labour Organization.
- providing working conditions at least equal to those of the United Nations Charter of Human Rights and the ILO conventions.
- co-operating with unions in promoting industrial democracy at local and headquarters levels.
- keeping the authorities and unions of both home and host countries informed of their activities.

The committee has drafted model legislation that would require the companies to disclose profits, taxes, savings and investments, borrowing and lending.

Criticize U.N. Commission on Multinationals

The United States commission on multinational corporations has drawn criticism for not involving the trade union movement in its work.

In a joint letter to U.N. Secretary Kurt Waldheim, Otto Kerstein, general secretary of the International Confederation of Free Trade Unions, and Jean Bruck, general secretary of the World Confederation of Labour, express "disappointment and dissatisfaction" with the commission's first session, in New York in March. They say unions are interested in

every aspect of the problems raised by multinational corporations, and they find it unacceptable for organized labour to be permitted to take part in the commission's work on only an occasional basis.

1974 Economic Review

The probability of further decline in the world economies continues, but in relation to the world situation, Canada's economic growth was comparatively good last year, according to the 1974 Economic Review of the Department of Finance.

The review points out that the slowdown took place earlier and more markedly in the United States and other countries of the Organization for Economic Co-operation and Development. On a year-to-year basis, the real output of OECD countries grew by only an estimated 0.3 per cent in 1974, compared with 6.3 per cent the previous year, the report says.

Canada felt the effects of this downturn: Commodity exports from Canada declined 1.5 per cent in real terms, and this country's foreign trade deficit rose from \$785 million to \$2,485 million.

The report adds: "This deterioration in the foreign sector converted a relatively strong domestic demand into a much slower rate of growth in real gross national product... Prices in Canada, as in other OECD countries, rose sharply."

And while the real GNP increase for 1974 as a whole was 3.7 per cent, "economic growth occurred only during the early months of the year." In the final quarter of 1974, real GNP actually declined 1.3 per cent, primarily as a result of a strong decline in consumer spending on durable and semi-durable goods, a continuing fall in house construction,

and a decline in the volume of exports compared with continued growth in imports.

IAPA Annual Conference

Safety is good business, said B.L. Turvolgyi, vice-president of operations for Du Pont of Canada Ltd., Montreal, at the annual conference of the Industrial Accident Prevention Associations, in Toronto April 7-9. He sat on an eight-member Du Pont panel, "Can Safety be Managed? Du Pont's Answer."

Turvolgyi was optimistic about improving industrial safety, saying it is "reasonably possible to safeguard all operating exposures that may result in injuries."

M.M. Bayne, Du Pont's corporate safety director, told the delegates that safety in operation should be built into the design of the plants.

A session on metal trades problems was told that the so-called accident proneness of some young workers may result from stress. Victor G. Caspary, a teacher at St. Lawrence College, Kingston, Ont., said "unusual, negative, distracting stress" increases a person's liability to accidents or other low-performance behaviour.

He said such stress could be caused by "external" factors—temperature excesses, poor lighting, excessive noise levels or undue physical strain—or by "internal" ones such as disease, alcohol and drugs, adjusting to unfamiliar work discipline, the strains of marriage and the assumption of new family responsibilities.

Delegates were told by C. Eric Buonassisi, marketing representative with Du Pont, that "people can learn to live with excessive noise, tending not to think of its long-range cumulative danger and the slow but certain damage it does to hearing."

Hearing protection "can be provided for only pennies a day," he said.

Michael Starr, chairman of the Ontario Workmen's Compensation Board, told the conference that the cost of industrial accidents in terms of human suffering and economic loss is a compelling reason to intensify efforts in the cause of safety. The OWCB paid out nearly \$225 million last year in compensation covering 443,000 injuries sustained on the job.

Equal Rights Setback

Despite the optimism of its supporters, ratification of the Equal Rights amendment to the U.S. constitution has suffered a series of setbacks.

On April 26, Florida, by defeating the amendment, became the tenth state to do so this year. It was killed in parliamentary manoeuvring in another, and approved in only one.

Congress passed the amendment in March, 1972. It reads: "Equality of rights under the amendment shall not be denied or abridged by the United States or any state on account of sex."

To become part of the constitution, the amendment must be approved by 38 states by March, 1979. By the end of April of this year it had been approved by only 34, and two of them, Tennessee and Nebraska, had passed resolutions rescinding their actions. However, there is some question about the legality of the rescinding resolutions.

Only one other state, Missouri, is to consider the amendment this year.

Job-Discrimination Case

The American Telephone and Telegraph Co. has agreed to pay an

additional \$2.5 million, the third stage in the settlement of a job-discrimination case. Most of the money will go to about 1,000 women, each getting from \$125 to \$1,500 as a result of delayed promotions.

The company agreed to the payment after a special government co-ordinating committee found that it had not met 1973 intermediate targets for ending job discrimination. AT&T had agreed in 1973 to pay \$45 million, and in 1974 to pay an additional \$30 million as a result of government findings that some employees were victims of sex discrimination

U.K. Union Colleges

Three British unions plan to invest heavily in member education, with close to \$6 million earmarked for three new trade union colleges.

The General and Municipal Workers Union is spending \$480,000 on its second college. The Association of Scientific, Technical and Managerial Staffs is opening its first college at a cost of \$600,000, and the Transport and General Workers Union is opening its first at a cost of \$4.8 million. The TGWU's college, in Eastbourne, will also serve as a holiday home.

The Trades Union Congress spends 20 per cent of its \$2.4 million annual budget on education, in programs ranging from correspondence courses to university scholarships.

U.S. Workers Happier?

Compared with Canada, the U.S. looks like a "paradise of worker contentment," according to Bogdan Kipling of the *Financial Times News Service*.

In a report from Washington, D.C., Kipling points out that in 1974 the U.S. lost 24 man-days to strikes for every 1,000 man-days worked, while Canada lost 46 per 1,000 man-days. He notes also that the average annual gain spread over the life of contracts negotiated in the U.S. last year was 7.3 per cent, compared with a Canadian figure of 14.2 per cent.

"The reluctance to strike and the acceptance of small wage increases [in the U.S.] have dumbfounded labour leaders and White House officials alike," Kipling writes.

The fear of unemployment and the current economic recession, however, "may have much to do with the marked lack of militancy among American workers," he observes.

B.C. Labour Board

Peter Cameron, regional vice-president of the Canadian Association of Industrial, Mechanical and Allied Workers, has been appointed a member of the B.C. Labour Relations Board. CAIMAW is a member of the Confederation of Canadian Unions, the national organization of independent Canadian unions.

Also in British Columbia, Jim Kinnaird has resigned as associate deputy labour minister. Kinnaird is a former president of the B.C. and Yukon Building Trades Council and a former vice-president of the B.C. Federation of Labour.

I. W. Abel Loosens Reins

J. W. Abel, president of the United Steelworkers of America, has announced that he will retire as president of the AFL-CIO's Industrial Union Department. He could continue as president of the IUD, but says he has decided to step down from that position at the department's biennial convention in September.

Abel, who is 66, will complete his third term as president of the Steelworkers in June 1977, and won't be eligible for re-election to that post because of a mandatory retirement rule.

'Stop the Slaughter in Industry!' – Steelworkers

The seeds of potential death are being sown by new industrial materials and processes.

That was the message given 450 delegates to the 1975 Canadian policy conference of the United Steelworkers of America, in Toronto, May 8 and 9.

The conference theme was "Stop the Slaughter in Industry!" and the extent

of that "slaughter" was spelled out by Dr. Irving Selikoff, professor of environmental medicine at the Mount Sinai School of Medicine at the State University of New York.

He said surveys of small businesses had found one in four workers suffering from job-related diseases, including hearing troubles from noise, eye cataracts from infra-red radiation,

lead poisoning in the blood, and chronic respiratory diseases from asbestos and other fibre-like dust.

There was silence in the conference hall as Selikoff used slides to demonstrate the frequency of cancer of the liver in vinyl chloride workers and lung cancer in asbestos, nickel, and roofing workers.

He said research indicates that almost one half of asbestos workers in Canada and the U.S. die of some kind of cancer, one fifth of lung cancer. "Nature had played a dirty trick," he noted. The effect of exposure to some harmful industrial products "doesn't become evident for 20 years." Of 368 people surveyed in Ontario who had worked in uranium mining at Elliot Lake, 58 died of work accidents and 41 of lung cancer, Selikoff said. "But that is only the tip of the iceberg. The mines only started in 1953 and didn't get into full production until 1955. Nobody knows what happened to thousands of workers who spent some time there."

He stressed that it is not only people working with hazardous materials who are affected, but also maintenance workers, supervisors, other industrial workers, and even people living near industrial plants.

Moreover, employees bring diseases home to their families: to "their wives who wash their clothes or their children who play with products and materials brought home by the workers."

Selikoff insisted that smoking increases the hazard: "Asbestos workers who don't smoke don't necessarily die of cancer. It is the combination that does it, and nobody knows what other combinations are hurting workers today."

He said the medical profession deserves some of the blame for the "crisis" in industrial health: "We have looked the other way."

Cancer of the scrotum, for example was found 200 years ago in Britain in boys working as chimney sweeps. Roofing workers in Canada and the U.S. today are still exposed to the same material, coal tar pitch," Selikoff said.

New materials, however, are being introduced all the time—the entire

plastics industry is relatively new—and its hazards are not known. Meanwhile, the production of known harmful materials such as asbestos, has been multiplying, he pointed out.

I.W. Abel, Steelworkers' president, said governments in both the U.S. and Canada must do more to protect workers. More than 1,215 were killed on the job in Canada in 1972, and an estimated 1,000,000 are injured at work every year, he said.

The delegates adopted a resolution urging that steelworkers refuse to do unsafe jobs, and that they pressure governments to pass "satisfactory" occupational-health laws, including the legal right of employees to refuse work they consider unsafe.

Other resolutions called for courses in industrial hygiene at all "major educational centres" and for legislation to increase the pension benefits of persons whose life expectancy would be relatively lower because they work in industries where they are prone to occupational diseases.

The Steelworkers also adopted a committee report that blamed "greedy and thoughtless employers and lax

and insensitive governments" for imposing hardship and suffering on workers. They and their families must be adequately compensated, but the only long-range remedy is to make all industry safe through adequate and complete preventive action and through strict enforcement of adequately high standards."

The delegates were warned that the world's next major economic and military war may be over the economic resources of the oceans.

Herman Rebhan, general secretary of the International Metalworkers Federation, said the seas "cover treasures beyond the wildest dreams of man—oil, precious metals and food—nobody really knows." He said there is an urgent need for an agreement among nations to rule out the ocean, "as they have ruled out outer space," as a platform for war.

The conference adopted a resolution calling for the regulation of all energy corporations as part of a national energy policy "to co-ordinate the long term development of all Canadian



A labour view



Selikoff

energy resources in the interests of the Canadian people."

The resolution called for the nationalization of at least one major integrated petroleum corporation—T.C. Douglas, the former federal leader of the New Democratic Party, suggested Imperial Oil—as well as majority interest in the Athabaska tar sands project. It said also that an equitable settlement of native land claims must be a prerequisite of any new energy development.

Other resolutions:

- decided the union would hold its national policy conference every second year instead of annually;
- urged more scholarships at the Labour College of Canada and its
- reaffirmed the union's belief in the right to strike and its opposition to compulsory arbitration of labour disputes;
- commended the concept of "industry-wide, corporate-wide and chain bargaining, nationally and internationally;"
- renewed support for a 32-hour, four-day workweek;
- sought increased training allowances for apprentice mine workers.

Wages, Labour Costs and Productivity

Allan Porter, chief of the wages research division of Labour Canada's Economics and Research Branch, says a "milestone of sorts" in Canada's economic history was reached last fall when hourly earnings of Canadian manufacturing wage earners exceeded the comparable U.S. figures.

Canadian Labour Views, a service that analyses trends in labour relations and reports them to industry, says this happened in December, 1974, when the average was reportedly nine cents an hour—or 1.9 per cent-higher than the comparable U.S. figure. A year previously the U.S. average had been 16.4 per cent higher than the Canadian average. The figures are for gross earnings, including overtime and shift differentials.

Canadian Labour Views comments that this means the competitive advantage held by Canadian labour markets in the past has been lost.

In an interview with the *Toronto Globe and Mail*, however, André

Raynauld, chairman of the Economic Council of Canada, says this is a complex matter that requires analysis of productivity trends, price trends and the rate of exchange: "We need the full picture before we can draw any inferences from the statistics. We can't make rash judgments."

Porter, who spoke at a Toronto conference sponsored by the Toronto Association of Business Economists and the Montreal Economics Association, pointed out also that per capita income last year was higher in Canada than in the U.S.—\$4,898 against \$4,623, according to preliminary estimates. "Back in 1950, the U.S. figure was 31 per cent greater than the Canadian," he said.

The move to parity is not complete, however, he added: "Total wages, salaries and supplementary labour income (fringe benefits) divided by the total number of paid workers was 9 per cent higher in the United States than in Canada in 1974." But the difference had been 22 per cent in

recognition as a school of higher learning, and asked for courses on labour unions in schools at all levels of education;

1961, "and it has been narrowing ever since."

He said the average annual labour income per paid worker in current dollars rose 116 per cent in Canada between 1961 and 1974 against only 93 per cent in the U.S. And by December last year, average hourly earnings—gross, unadjusted—in manufacturing in Canada were up by 159 per cent from 1961, while up by only 100 per cent in the U.S.

Porter used another measurement to show an improved comparative situation for Canadian workers—negotiated wage increases. "During the years 1968 to 1970 the Canadian margin was two percentage points, or, relatively speaking, 25 to 30 per cent higher." While differences in the kinds of information reported make precise comparison difficult, "it is clear that since 1970 the margin between Canadian and U.S. settlements has been widening."

One factor in the Canadian wage increases was the "enormous" growth of collective bargaining in the public sector. Porter quoted the findings of a recent study by the C.D. Howe Research Institute that "many of the wage demands now being put forward reflect an attempt to make a once-for-all improvement in wages relative to other workers."

Another factor was Canada's "impressive" economic growth in the 1950s and 1960s, which exerted upward pressure on Canadian wages. Total output in both Canada and the U.S. increased by about 70 per cent between 1941 and 1961. Between 1961 and 1974, however, "total output grew by 108 per cent in Canada and 87 per cent in the U.S., and by 117 per cent in manufacturing compared with a U.S. increase of 90 per cent. For total output the Canadian figure exceeded that for the U.S. by 24 per cent and for manufacturing by 30 per cent.

"This great expansion of output does put a strain on resources and must be expected to push up wages—or pull them up, if you prefer."

Porter pointed out that unit labour costs of production rose 23 per cent in Canada during the 1961-72 period, compared with 19 per cent in the U.S. The average increase was 54 per cent in the Common Market, however, and 55 per cent in 10 countries—Japan, Belgium, Denmark, France, Germany, Italy, the Netherlands, Sweden, Switzerland and the United Kingdom.

During the 1960-73 period, the annual increase in unit labour cost was less

for Canada than for any other country except the U.S., he observed—2.0 per cent for Canada, 1.9 per cent for the U.S., and an average of 3.7 per cent for the above 10 countries.

He said that in terms of comparative productivity, Canada is ahead of the U.S. in growth, but behind several other industrial countries.

"Between 1961 and 1972, according to the U.S. Bureau of Labor Statistics, output per man-hour in Canadian manufacturing increased 58 per cent. This was certainly better than the U.S. increase of 47 per cent, but considerably less than the 90 per cent for the original members of the EEC—Belgium, France, Germany, Italy and the Netherlands—or the 84 per cent for the expanded Common Market—with Denmark and the United Kingdom added—and less than one-third the jump of 181 per cent in Japan."

Porter also quoted a more recent report from the Bureau showing the annual trend rate of increase of output per man hour from 1960 to 1973. It was 4.3 per cent in Canada, 3.3 per cent in the U.S. and higher in all the other countries except Britain, which had a rate of 4.2 per cent. The average rate of increase for the 11 countries, including Canada, was 6.3 per cent.

"But it is, I think, most revealing that the country with the highest rate of productivity increase, Japan, with 10.7 per cent, also had the highest rate of increase in hourly employee compensation, at 14.6 per cent, although, thanks to its formidable improvement in productivity, its unit labour costs increased at no more

than the average rate for the 11 countries," he added.

"Indeed, from the available data, there would seem to be a rather good correlation between increases in productivity and in wages and salaries."

Porter said recent data establish that recent productivity and cost trends in Canada do not compare favourably with those of the U.S., "although we don't look so bad compared with the rest of the world."



In 1972 output per worker, as measured by change in constant dollar GNP over change in employment, increased 2.8 per cent in the U.S. and slightly less, 2.6 per cent, in Canada, he said. "In 1973, U.S. productivity, according to this measure, rose 2.5 per cent compared with a Canadian increase of only 1.5 per cent. But last year, U.S. productivity fell 3.7 per cent while ours was almost stable, with a decline of 0.4 per cent. In manufacturing, I estimate that output per worker increased 4.4 per cent between 1972 and 1973 in the U.S. and 3.0 per cent in Canada, while between 1973 and 1974 there was a slight drop of 0.3 per cent in the U.S. and a slight increase of 0.2 per cent in this country. The much more rapid increase in Canadian wages and salaries combined with poorer productivity performance in 1973 and only a slightly better one in 1974 resulted in an increase in unit labour costs in manufacturing of 23.9 per cent in Canada and of 14.9 per cent in the U.S. between the first quarter of 1972 and the fourth quarter of 1974."

Alcoholism: A Union-Management Issue

by Sharleen Bannon

A successful union-management approach to the touchy problem of alcohol abuse in the workplace may not be as remote as it first appears.

As a cause of poor work performance alcohol abuse has until recently been anything but a subject for union-management action and co-operation. In fact, termination of employment of union members for alcoholism has been a frequent cause of grievances filed by many union locals.

This picture seems to be changing, however, with the increasing recognition of alcohol abuse as North America's most serious health problem next to cancer, heart disease, and mental illness.

A series of Canadian conferences during the past two years had indicated that Canadian labour leaders are anxious to ensure that their members become beneficiaries of programs in which both management and unions regard alcoholism as a treatable disability. Clearly, the

voluntary approach pioneered by the much-praised and highly successful Alcoholics Anonymous self-help group since 1935 is not sufficient to reach the hundreds of thousands of problem drinkers who are best approached at their place of work.

Canadian Labour Congress president, Joe Morris, told the recent Canadian-American labour-management seminar on occupational alcoholism held in

Niagara Falls, that "as most problem drinkers work, it is natural that industry and labour should be concerned. The alcohol abuser presents problems to both the employer and fellow workers. While the average rate of absenteeism is 6 to 10 days a year, the alcoholic misses 24 to 36 days... In some industries his or her negligence may also present a safety problem to others."

At the same meeting, David Archer, president of the Ontario Federation of Labour, echoed Morris' sentiments, adding that "in dealing with alcohol problems the adversary situation doesn't work, so efforts must be made to get management and union together." Archer was quick to point out that union officials and others who support the establishment of alcohol programs "do not plan to invade beer parlours with tambourines...or even try to stop people from drinking. Use of alcohol is a personal choice as long as it doesn't interfere with work performance."

Do you
realize
how much
alcoholism
is costing
your union
and company?

"Harry's loaded again...
I say let's fire him"



Harry is a great guy, really. Everybody says so. Darned good welder, too.

Except when he's drinking. And Harry seems to be drinking most of the time.

Because of alcohol Harry missed 11 days from work last month. What do you do with an employee like Harry? Fire him?

Here at Bethlehem we have a better solution. Better for Harry, better for us. We've developed a corporation-wide alcoholism program built on rehabilitation. Each employee with a drinking problem is urged to seek help through this plan.

It's working, too. In the five years of the program's life, over 60% of the enrollees have made dramatic progress toward recovery. Some cases are, of course, hopeless. Such people simply cannot hold a job.

The alcoholic is a person with a serious illness, indeed, alcoholism is the nation's #1 neglected health problem. Yet there's a better than even chance that the problem drinker can be saved from his affliction.

Typically, the alcoholic is talented and intelligent. To discard him, then, is indefensible. To try to salvage him is the only answer, on both economic and humanitarian grounds.

We hope we are seeing the dawn of a day when every business and every citizen views the alcoholic for what he is: sick, but not sickening.

BETHLEHEM STEEL 

Organized labour's concern about alcohol abuse, and a new-found willingness to co-operate with management on this issue, is supported and perhaps spurred by the well-documented shock-value statistics that indicate alcohol-impaired workers cost Canadian industry a million dollars a day in sick benefits, job-related accidents, absenteeism, and property damage. The better-known and equally shocking statistics that 25 per cent of reported suicides and half of all traffic fatalities and arrests involve alcohol have done little to pinpoint the workplace as a logical

starting point in tackling the drinking problem.

To illustrate the extent of the problem, the Ontario Addictions Research Foundation estimates there are 900,000 alcoholics employed in Ontario industries alone. A wide variety of authorities agree that between 3 and 10 per cent of the working population is either alcoholic or in the "problem drinker" category. Even federal Health Minister Marc Lalonde has publicly expressed concern about the extent of alcohol abuse and estimates that Canadians

pay an additional \$350 million a year in direct health costs due to drinking.

The cost to industry has prompted many North American employers to support alcoholism rehabilitation programs

A problem drinker will tolerate abuses to family, friends, and finances. Only when his job is threatened is he likely to accept help in order to stop drinking.

Despite professed concern for "one's fellow man" it is more likely the recognition of the cost to industry that has prompted many North American employers to support alcoholism rehabilitation programs for employees. Among the major Canadian employers with programs are: Canadian National Railways, Ontario Hydro, Imperial Oil, Gulf Oil, the Ontario provincial government, Du Pont of Canada, IBM, Canadian General Electric, Bell Canada, Alcan, Continental Can, Dofasco, Metro Toronto Police, The Toronto Star, the RCMP, and some federal government departments.

The federal Government, which employs nearly 160,000 people who are members of the Public Service Alliance of Canada, has expressed official concern about the physical well-being and work performance of federal employees. Some authorities estimate that the vast majority of early retirements from the public service for medical reasons can be traced to alcohol problems. The Ottawa area alone, which employs about 70,000 people in the federal public service, has a probable 3,500 problem drinkers.

The federal Government has recognized alcoholism as a treatable illness and has distributed an internationally-acclaimed manual on how to help and detect the problem

drinker, written by Ann St. Louis, a personnel counsellor with the Customs and Excise Branch of the Department of National Revenue. Several other government agencies, including Health and Welfare, and National Defence, have alcohol programs. Although the Department of Health and Welfare is ready to assist any government department to develop programs for problem drinkers, it appears there is no overall program for all federal employees. To date, such programs are at the discretion of each deputy minister, so success in detecting and rehabilitating government employees with alcohol problems seems to vary among departments.

Only when his job is threatened is an alcoholic likely to accept help in order to stop drinking

The stance of the Public Service Alliance has been to support and publicize the government's initiatives rather than to make alcohol programs one of its special concerns. But the PSAC is now expanding its education programs to include the role of the union in working with the employer to help the alcoholic employee. In the United States, more than 300 major employers and several unions are known to have alcohol programs. Many of the programs in industry are registering success rates of between 50 and 90 per cent in rehabilitating problem drinkers. The Canadian trade union movement, however, is a relative latecomer in supporting and demanding joint union-management approaches to the problem, either informally or at the bargaining table.

Although there is unanimous agreement that a foreman or supervisor should be the first person to confront a suspected problem drinker over his poor work performance, this obvious and practical approach is a cause for concern to some union officials. Ray

When alcoholism gets an employe down, we try to help him get up.



The disease is a difficult one to control. The job has to be done with one person at a time. And it has to be done with concern.

General Motors and the United Auto Workers reached those conclusions a couple of years ago. The program that was set up to help alcoholics is localized and individualized.

The concern of GM and the UAW has shifted from whether an alcoholic should be disciplined or even fired to a concern for his future: working together to get a sick person well.

Has the program been successful?

We have some results that indicate benefits to General Motors, the UAW, and our employees. But neither General Motors nor the UAW measure the program that way. The successes come one at a time. Our joint Alcoholism Recovery Program helps people, not statistics. And you can't put a dollar value on helping a person to live a useful life.

A car is a machine that is made by people. GM cares about cars. GM cares about people too.

General Motors

Chevrolet Pontiac Oldsmobile Buick Cadillac GMC Truck

New York Times 10/2/73

Reprinted for the National Council on Alcoholism

Andrus of the community services department of the AFL-CIO warns that the close work-performance scrutiny mandatory for detecting the problem drinker on the job can be used also as a tool for management to over-supervise employees. Andrus urges unions to require that a joint union-management alcohol committee be included as a clause in the collective agreement to ensure that the alcohol rehabilitation program is administered under the terms of the contract.

A clause in the collective agreement, guaranteeing that an employee would

not be fired for alcohol abuse as long as he agrees to get help, is also recommended by George Butsika, director of education for the United Steel Workers of America. Roy W. Smith, executive director of the Montreal-based National Committee for Education on Alcoholism in an article in *Canadian Labour* recommends that joint union-management alcohol programs "have appropriate contract language" ensuring that... "if a worker accepts treatment and if such treatment involves leaving the work environment, as with any other illness, job rights will be protected..."

In an article in the *Harvard Business Review* co-authors Marion Sadler and James F. Horst note that: if a company announces a flu-shot program—or a cancer-check program, employees step forward with little or no persuasion because they understand how they might benefit. ...Alcoholism is a disease of denial and concealment—people are unwilling to confess themselves alcoholics. In consequence, the control program must be energetic...the alcoholic will not identify himself, he must be identified.

"The person who wants to help sometimes feels regarded as a moralist, kill-joy, or square..."

"The practice of management undertaking the work alone is disadvantageous to all concerned. Companies that do it alone virtually force their unions to take the adversary position when a member is brought up on a drinking charge or when his job performance is being questioned. The union's natural reaction is to shield him and try to save his job. Thus, union and management are immediately in a conflict situation."

Job security, which authorities agree must be threatened in order to get the vast majority of problem drinkers into programs, poses a major dilemma for some union officials. William S. Dunkin, longtime union organizer, now assistant director of labour-management for the U.S. National Council on Alcohol, told the Niagara Falls seminar on occupational alcoholism that unions fear this type of job threat. But he warned that the alternative of ignoring or shielding the problem drinker is likely to result in a marked deterioration in his work performance, leaving management with no choice but to fire him.

The Toronto locals of the United Steel Workers of America, who have a joint alcohol committee clause in many of their contracts, seem to have made a breakthrough in achieving successful union-management co-operation in their Lifeline program (LG, April 1975).

Operation Lifeline is considered unique on the Canadian labour scene in that it is sponsored jointly by the Toronto locals of the Steelworkers and more than 135 companies with which the union has collective agreements. Never before in Canada has one union worked successfully with so many companies on one specific program.

Lifeline's success rate is also inspirationally high—98 people considered rehabilitated, only two classed as unwilling or unable to be rehabilitated—during the program's first years of operation. Lifeline founder, Lloyd Fell, veteran union official with the Steelworkers, the Canadian Labour Congress, and a former member of the Ontario Legislature, himself a rehabilitated alcoholic, attributes the

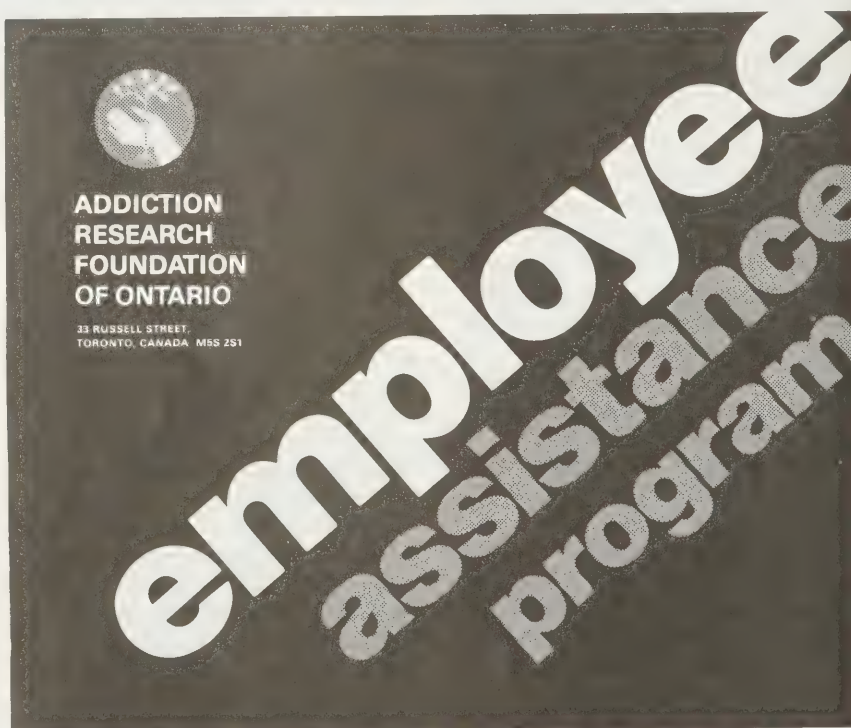
Steelworkers' success with Lifeline to the total co-operation and commitment of both labour and management.

"We do not plan to invade beer parlours with tambourines..."

Fell emphasizes the importance of the union staffman and a company officer working out a clear understanding under which rehabilitation would take place. "This should be in writing and signed by both parties. Such matters as the man's seniority, job security, medical insurance payments, and so on, should be guaranteed."

In some plants, however, a joint union-management alcohol rehabilitation project may be doomed from the outset if tensions on other issues are high.

The potential for some union-management hostility over joint alcoholism programs, however, should not detract from the potential financial



and human rewards of such programs.

Some well-documented success stories worthy of note include those mentioned in an issue of *Personnel Management*, in 1974, which reports that the U.S.-based Allis-Chalmers Manufacturing Company which has had an employee alcohol program for the past 25 years, stated several years ago that it was saving \$80,000 a day simply by reducing alcohol-related absenteeism from 8 to 3 per cent.

The dismissal rate for problem drinkers had reportedly been cut drastically to 8 per cent from 90 per cent. The same article reports that a similar study conducted by the New York Transit Authority revealed that during a five-year period, the company saved an average of \$1.5 million a year on sick-leave pay, which it attributed to its 17-year-old employee alcoholism program.

There is little reason to doubt that similar success cannot be more widespread in companies where unions are firmly entrenched. The challenge remains to unions and management to co-operate on the vital first step to rehabilitation—the detection of the problem drinker by his supervisor or fellow-worker.

As Gordon L. Hemmett, physician and medical director of the Kodak office division of Eastmak Kodak notes in an article published in *Supervisory Management*, December 1972: "The person who sincerely wants to help, sometimes feels that he is regarded

as a moralist, a kill-joy, or even a 'square' who is trying to eliminate

"Alcoholism is a disease of denial and concealment"

alcohol entirely." Many authorities agree that this type of pressure on the one who first takes it upon himself to confront a problem drinker, is the largest single obstacle to getting help for the alcohol abuser.

There also remains to be resolved a classic chicken-egg situation—which comes first, widespread alcohol detection programs in the workplace, or community resource facilities providing diagnostic and medical support for an increased number of referrals from the workplace? Although authorities agree that confronting the employee with his poor work performance is the first step toward helping him on the road to recovery, it is also agreed that an alcohol-related problem should be diagnosed and treated by using outside facilities.

In the words of Dr. Luther Cloud, physician and assistant vice-president and medical director of the New York-based Equitable Life Assurance Company; "The medical profession is just learning how to treat alcoholism as an illness. It can no longer ignore the fact that between 1 and 3 per cent of its patients have alcohol-related illnesses." He adds that "doctors don't like to treat alcoholism, because in the recent past alcoholics have had a very low recovery rate."

Cloud suggests that for the medical profession to contribute to the solution of alcohol-related problems, it must adopt the attitude that "alcoholism is treatable and beatable," and medical schools must have courses to educate physicians in the treatment of these problems.

It is already evident that Canada's medical facilities are too under-staffed and over-burdened to deal with the alcoholic patients referred to them from such conventional sources as private physicians, social workers, and the courts. As Dr. Gordon Bell, director of Toronto's Donwood Institute, points out, his facility is the only public hospital in North America solely devoted to treating and researching all aspects of alcoholism.

But while it is obvious that there is a severe shortage of community resources in the form of clinics, out-patient facilities, and hospital beds for the treatment of alcohol-related illnesses, this situation, instead of discouraging the growth of more detection programs could serve instead as a spur to increase efforts in the early detection of problem drinkers. William Dunkin of the National Council on Alcohol notes that 85 per cent of problem drinkers don't require any hospitalization or institutional care if they are detected under an early identification program.

The challenge to all segments of society to help the problem drinker is evident. Now, it is up to both management and unions to face this responsibility in their own territory—the workplace—and respond to it.

Poverty, Inflation And Purchasing Power

by Dian Cohen

"Poverty is the great social issue of our time." Thus begins the Special Senate Committee Report on Poverty, which shocked Canadians in 1971 by revealing the extent to which so many Canadians—one out of every four in 1969—live in poverty. Three years before, in 1968, the Economic Council of Canada had denounced poverty in this country as a national disgrace, which was intolerable for our society.

Over the past 20 years, successive Canadian governments have spent close to 100 billion dollars on social security programs specifically designed to more equitably redistribute the national income.

The effort and the money has apparently been spent in vain. During the 1950s and 1960s, 20 per cent of the population shared just over 6 per cent of the national income. Now, in the mid-1970s, 20 per cent of the population shares just under 6 per cent of the national income.

Since the late 1960s, the period to which both these studies refer,

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Canadian consumer prices have risen by more than 40 per cent. Unless an individual has been a shrewd investor or a hard bargainer—either of which the poor rarely are—he has lost purchasing power to inflation. How has inflation affected the poor since 1968? How successful have government programs been in alleviating the effects of inflation?

There is no official poverty line in Canada. There are basically four poverty lines, arbitrarily defined by three independent organizations:

1. Statistics Canada's original poverty line, developed in 1961, and based on 1961 knowledge of Canadian consumer spending patterns. Essentially, a family lives in poverty if it spends 70 per cent or more of its income on food, shelter and clothing.

This was the poverty line used by the Economic Council in its Fifth Annual Review, 1968.

2. Statistics Canada's revised poverty line, developed in 1973, incorporating more recent knowledge of Canadian consumer spending habits. Essentially, a family lives in poverty if it spends 62 per cent or more of its income on basic essentials. This poverty line also takes into account the fact that it generally costs more to live in large urban areas than in rural areas.

3. Senate Special Committee poverty lines, based on average Canadian family income, and adjusted for income taxes paid, as well as for changes in family size. The Senate Committee poverty line indicates that a family is poor if its income is 56 per cent (or less) of the average Canadian family income.

4. Canadian Council on Social Development poverty lines, based on average Canadian family income, adjusted for family size. A family is poor if its income is less than 50 per cent of the national average.

The Poverty Line, 1969

Family Size	Statistics Canada (Economic Council)	Senate Committee on Poverty
1	\$1,894	\$2,140
2	3,157	3,570
3	3,788	4,290
4	4,420	5,000
5	5,051	5,710
6	5,051	6,430
7	5,051	7,140

The Poverty Line, 1975

Family Size	Economic Council	Statistics Canada (revised) (pop. 500,000 or more)	Senate Committee	CCSD*
1	\$2,520	\$3,459	\$3,372	\$3,012
2	4,199	5,013	5,620	5,020
3	5,038	6,397	6,744	6,024
4	5,877	7,608	7,871	7,028
5	6,719	8,504	8,992	8,032
6	6,719	9,336	10,116	9,036
7	6,719	10,236	11,246	10,040

*Canadian Council on Social Development.

For all intents, the Statistics Canada/Economic Council's poverty line is obsolete. First, it makes no allowance for family members beyond the fifth. Second, the 70 per cent criteria for basic necessities is no longer an accurate picture of Canadian life. As the average family income in Canada has increased, the proportion spent on food, clothing and shelter has fallen. According to Statistics Canada's more recent spending surveys, the average family spends closer to 60 per cent of its income on essentials.

In Ontario and B.C., consumers are protected significantly from the effects of inflation on their incomes

The number of Canadians living in poverty depends on which poverty line you choose as the base point of measurement. The Canadian Council on Social Development recently calculated the extent of poverty based on the four poverty lines that exist.

- On the basis of the original Statistics Canada/Economic Council poverty line, the proportion of Canadians living in poverty has fallen from 23.5 per cent in 1967 to 17.2 per cent in 1973.
- On the basis of the revised Statistics Canada poverty line, 21 per cent of all Canadians were poor in 1973.
- On the basis of both the Senate Committee poverty line, and the Canadian Council on Social Development poverty line, the

percentage rate of poverty has remained unchanged since 1967 (23 per cent according to the Senate estimate; 27 per cent according to the CCSD).

David Ross, author of the *Fact Book on Poverty*, says: "These results can be interpreted quite simply. In terms of basic food, shelter and clothing requirements as determined by 1961 real living standards, the plight of low-income Canadians has improved; that is, fewer and fewer Canadians are going without the basics. However, in terms of possessing an adequate quantity of goods and services in relation to what the average Canadian possesses, the plight of low-income Canadians has not improved; the real position of the poor has not increased relative to that of the average Canadian."

The most startling trend in the poverty picture is this: In 1967, 15 per cent of all low-income families were headed by women. In 1973, this number had risen to 29 per cent. According to the CCSD *Fact Book on Poverty*, a male head of family has a 9 per cent chance of being poor, while a female head of family has a 40 per cent chance.

Although it is commonly believed that most poor people live in the Atlantic provinces, statistics show otherwise. Half of all low-income families in 1973 lived either in Ontario or the Prairie provinces, and in fact the proportion of poor people living in the Atlantic provinces has fallen by 4 per cent since 1961. (The proportion of poor in the Prairie provinces has risen by 5 per cent since 1961.)

It is also widely believed that the poor don't work. But even in 1961, two thirds of the low-income population were in the labour force, and most of them worked 52 weeks a year. In 1973, the proportion of poor in the work force had dropped to 49 per cent. This would suggest that the working poor have been more

successful in escaping poverty than the welfare poor. It would also suggest that low wages have increased faster than government transfer payments that sustain the non-working poor.

It would be healthier for the economy in general if we accepted a partial loss of our purchasing power

Amongst single people, not living in families, the elderly woman is most vulnerable to being poor. Almost two thirds of all low-income unattached individuals are female.

Not to minimize the plight of elderly women, it is interesting to note that while more than two thirds of women over 65 had incomes of less than \$5,000, so also did women under 25. As David Ross notes, "From an income standpoint, to be elderly and female is the worst of all, but to be young and female is only fractionally better."

Even these updated figures on poverty are not up-to-date. For the most part,

comparable statistics are available only up to the end of 1972. But since then, the federal and many provincial governments have taken steps to cushion some of the jolts inflation has inflicted on family incomes and budgets. Personal income taxes, as well as family allowances, unemployment insurance, and the Canada Pension Plan have been indexed to the cost of living. Since indexing is done on a proportional basis, it prevents the redistribution of income from taking place. Under the progressive income tax system, the more you make, the greater the percentage of it you pay in taxes—up to a specified level. In this way, income is redistributed from higher to lower income groups. But indexing prevents some of this progressivity from being built into the system by giving, for example, the same indexed family allowance to every family with children under 16, regardless of income. Several provinces have devised tax credit systems that reintroduce the progressive concept by giving substantially higher tax credits to low-and middle-income groups than to upper-income groups.

Have these measures had the effect of protecting Canadians'—and

especially low-income Canadians'—purchasing power?

The answer seems to be that in Ontario and British Columbia—the two provinces with the lowest personal income tax rates in Canada and with a variety of tax credit schemes—consumers are protected significantly from the effects of inflation on their incomes.

The key factor seems to be the low overall income tax rates. In general, the best that can be said of the various income indexing schemes is that they have kept the erosion of income from being worse than it is. Manitoba's tax credit schemes however, offer good protection to low-income people.

Based on tax rates applicable in British Columbia and Ontario, *The Financial Post* recently calculated that low-income earners have needed wage increases lower than the cost of living in order to maintain the same purchasing power they had last year.

For example, a married man with two children earning \$6,600 a year in 1970, would need an income of \$8,873 in 1975 to have the same after-tax purchasing power. This represents a wage increase of 34.4 per cent. Since 1970, the consumer price index has increased 41.6 per cent. Thus, income tax indexing, the tax cuts and indexed family allowances have helped maintain a low-income level of purchasing power on a less-than-the-cost-of-living-wage hike. The Ontario government plans to return to Ontario households some \$400 million in tax credits, most of it to income earners in the \$10,000 a year and under category.

This protection is not extended to upper income groups, even in Ontario and British Columbia. A \$50,000-a-year-man in 1970 needs an income in 1975 of \$72,114, up 44.2 per cent, to stay even. This is an increase of 2.6 per cent more than the cost of living over the past five years.



"Well, the government hasn't been able to abolish poverty, but it's sure doing a good job of spreading it around."

Other provinces also have some form of tax credit schemes. Manitoba, for example, returns a minimum of \$150 to every household, and more to low-income people. The province also has a special inflation credit for low-income groups.

Half of all low-income families in 1973 lived either in Ontario or the Prairie Provinces

For Canada generally, the numbers suggest that real disposable income per person has been falling since last summer. Real disposable income includes income derived from wages; salaries; transfer payments, such as pensions; supplementary payments, such as unemployment insurance; military pay and allowances; and the

income of self-employed people. This was the measure that Finance Minister John Turner used last year to demonstrate that even though wage and salary increases had been eroded by inflation, tax cuts and increased transfer payments had increased the real disposable income of Canadians. While Turner's statement may have been accurate when he made it, a glance at Chart 1 suggests that it no longer is.

While some Canadians are completely protected from the eroding effects of inflation on their income, others are not. It is not particularly pleasant to be one of the losers in terms of standards of living, but there is at least one reason to suggest that it would be healthier for the economy in general if we accepted once and for all a partial loss of our purchasing power.

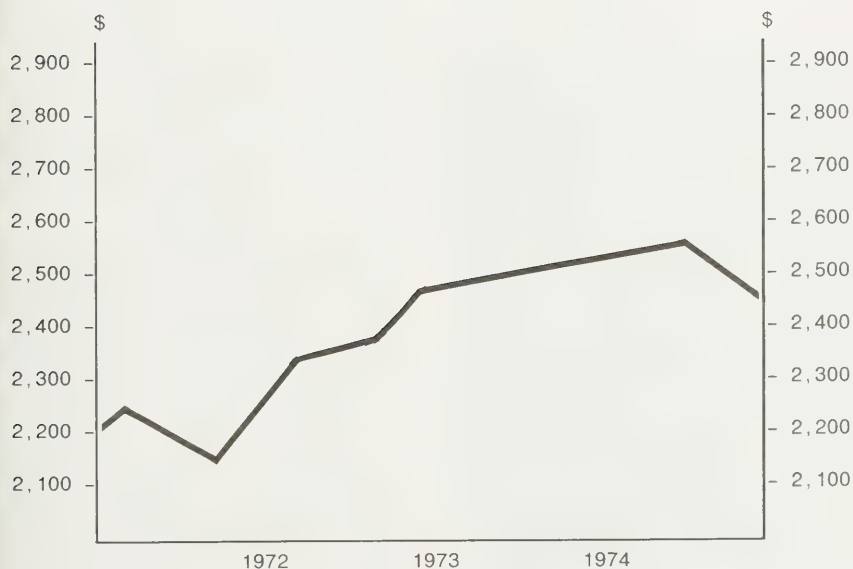
There are two basic aspects to the

current inflation. One is a fairly standard cost-push inflation, for which it is legitimate for people to expect purchasing power compensation. The other part of today's inflation arises because of a basic "structural" change in the price of food and fuel. In other words, the cost of these goods has increased relative to the cost of all other goods and services. There is little likelihood their costs will decrease relative to the cost of other goods and services. Thus, trying to recoup for structural price changes means simply that everyone will try to pass on his own higher costs, and the price increases will continue indefinitely through the economy that is not perpetuated.

However true this last statement may be, it is not meant to suggest that the income tax and income transfer system in Canada ensures equity in terms of who loses most in purchasing power. It does not. The numbers used in this review and in all studies of poverty in Canada severely understate the numbers of poor people and the degree to which they do not share in the wealth of this country.

Chart 1

Personal Disposable
Income per person
(quarterly, 1972-74, seasonally adjusted)



Source: *HR1 Observations*, C.D. Howe Research Institute, Montreal, March, 1975, p. 9a

Native people living on reserves or in the Northwest Territories or the Yukon are omitted from Statistics Canada surveys on low-income and poverty.

Almost two thirds of all low-income unattached individuals are female

They are therefore omitted from the Economic Council and Senate Committee reports on poverty. It is no secret that Canada's native population suffers extreme income deprivation, and this should be kept in mind when reading almost anything about poverty in Canada.

The Cliche Report: First Step in a "Big House Cleaning"?

by Brian Johnson

"And now we hope that everyone will start from scratch: that we will forget the quarrels and rivalries of the past. A new leaf should be turned once and for all. The page that's opening before us today is beautiful because it is blank ... For certain people the future is dark. But ... 'the darkest hour is just before dawn'."

With these lines of folksy philosophy, Judge Robert Cliche, chairman of Quebec's Royal Commission of Inquiry into Union Freedom, presented his final report to Premier Robert Bourassa, May 2. It was 364 days after Cliche and his fellow commissioners, Brian Mulroney and Guy Chevrette, had been sworn in by the Premier and sent off on one of the most ambitious cleansing missions in the province's history.

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The commissioners' central task was to expose the violence and corruption in the construction industry, and more specifically to perform a public lobotomy on the small-time mafia festering in and around certain construction unions affiliated with the Quebec Federation of Labour (QFL). During the six months of public hearings, 275 witnesses, from petty gangsters to cabinet ministers, paraded before the inquiry, and their testimony provided an incessant flow

of scandal spilling onto newspaper front pages day after day.

As Cliche closed the hearings, he said the inquiry had proven, "that the (construction) industry is rife with physical and moral violence, threats, blackmail, provocation, intimidation, extortion, discrimination, sabotage, influence-peddling, electoral complicity and complacency, bribery, deals and breaches of conscience in all their forms."

Of course, exposing dirt is one thing, but getting out the stains is another. The all-purpose bleaching formula is provided in 134 recommendations concluding the commission's 603-page report to Premier Bourassa. They call for a radical overhaul of the system of labour relations in the construction

industry, an overhaul that some enthusiastic observers have said amounts to a social revolution. That's saying a bit much, especially considering the report's basic thrust is to guarantee the province's \$4 billion construction business a stable climate of productivity reinforcing the apparatus of the Quebec state.

The Cliche proposals fall into three general categories:

1. More rigorous state controls over union activities and structures.
2. A massive centralization of the construction industry under the aegis of the provincial government, which would create a set of powerful agencies to administer and police the industry.
3. A series of reforms to discipline contractors' behaviour and improve the lot of the construction worker (guaranteed annual income, job security, safety, and so on.)

The Cliche report didn't prioritize its recommendations. It didn't say, "Well, first we knock the stuffing out of the construction unions, then we tell the contractors to straighten their ties, then, if we've got some time left over, we'll reorganize the industry into something that won't collapse every time we've got our backs turned." No, Cliche saw his report as a *solution globale*, a total package that would produce labour peace if applied by men of a firm moral fibre.

A few days after the report landed in Premier Bourassa's lap, he extracted the most contentious recommendations and turned them into legislation: a law clamping government trusteeship over certain locals of four construction unions affiliated with the QFL, a law barring persons with serious criminal records from holding union office, and a measure to make all illegal strikes crimes in which the accused is guilty until proven innocent.

As he prepared the legislation, Bourassa said he might have to

Cliche saw his report as a solution globale, a total package that would produce labour peace if applied by men of firm moral fibre

declare war on unions to enforce it. He agreed the measures were severe but argued they were essential to keep the social order intact.

The Cliche report was denounced by Quebec's three main labour centrals, including the Confederation of National Trade Unions (CNTU), which came as a shock because throughout the hearings the CNTU had supported the commission, which was formed after two years of CNTU pleading that the government investigate and fumigate the rival QFL. But with the publication of the report, the CNTU felt things were going too far, that union freedom was now menaced by a commission supposedly dedicated to it. The CNTU's denunciations didn't go much beyond statements of principle, however, and the QFL found itself isolated on the battlefield.

Construction sites were paralyzed for several weeks by protest strikes, and in the media, QFL President Louis Laberge emerged as a gang-leader of goons holding the '76 Olympics up to ransom. The QFL tried desperately to broaden the struggle into one that would elicit mass sympathy from the labour movement as a whole, into something untainted by the Cliche stigma. It pretended to ignore construction and shifted the terrain to the strike at Pratt and Whitney (formerly United Aircraft), then in its 17th month. An occupation of the Pratt and Whitney plant on May 12 had resulted in the arrests of 42 strikers. Here was the most Christian of lost causes—the Lapalme boys of '75—and the QFL called a general strike for May 21 to rally support. But the manoeuvre was transparent. The "general" strike fizzled, with estimates varying from 50,000 to 150,000 participants. It had negligible impact—economic or political—not just because of the slim turnout, but because the real politics seemed to be going on behind the scenes. On the eve of the strike, the government agreed with the QFL's demand that Pratt and Whitney rehire all 1,000 strikers, a gesture that coincided all-too-nicely with the QFL's decision to demobilize the construction



Commissioners Mulroney, Cliche, Chevette

strike and acquiesce in the trusteeship law, going so far as to suggest names for trustees. This left the CNTU in the lurch; it found itself saddled with a harder line against the trusteeship than the targets of the trusteeship themselves.

The labour movement was in disarray. What took place was not a real confrontation, however, but a propaganda war. For several weeks Quebec was "hysterically pregnant" with social crisis; all police were on special alert against union violence; there could be deaths, warned Justice Minister Choquette. Miraculously social peace was restored, and the government could claim that all this goes to prove union leaders don't have rank-and-file support.

The Cliche report talks about the gulf between corrupt union leaders and the rank and file in construction unions. But that gulf existed because these leaders were wining and dining with management and selling labour peace at a high price, not because they were more "radical" than their members. Yet, Bourassa, and even one of the commissioners, Brian Mulroney, now say the Cliche inquiry proves that in trying to *politicize* their movement, the labour leadership has lost the members' confidence.

Something political is surely going on here, and it's impossible to discuss the Cliche report without diving headlong into politics. It's a political report prepared by political men: Cliche, Quebec's assistant chief justice, was once head of the Quebec NDP; Chevette, an official of the Centrale de l'enseignement du Quebec (teachers' union), is a leading figure in the Parti Quebecois; and Mulroney is a prominent Conservative. Also, the dual subject matter of the Cliche inquiry—the construction industry and the labour movement—form the busiest intersection in Quebec politics.

The construction industry, which employs about 100,000 men, is the

second largest sector of the province's labour force. Warped by the super-project and the fast-buck, it's an industry with a high rate of manpower turnover, a bare minimum of job security, a heavy accident toll, and a tradition of barbaric labour relations and bloody inter-union raiding—an industry that is called a "jungle" by all concerned. It's also an industry with a high degree of public investment, so much so that at times the province's entire political vision seems to be dissolved in projects such as Expo, the Olympics and James Bay. Consequently, it's an industry that is very susceptible to patronage and favoritism, "white crimes" that have become legendary in the Quebec building trades since the days of Duplessis.

The building trades are undoubtedly the Achilles heel of the Quebec labour movement. The high turnover and dispersion of the work force makes it difficult to generate any kind of democratic union activity on an ongoing basis. The result has been the creation of a union bureaucracy with a high degree of autonomy. Over the past decade the 22 international unions tied to the QFL's building trade council established monopolies on major work sites, monopolies they defended with chains, crowbars and baseball bats against rivals from the Confederation of National Trade

The building trades are undoubtedly the Achilles heel of the Quebec labour movement

Unions (CNTU), who remain a minority force in the industry.

By erecting a complex maze of negotiating structures peculiar to the building trades, the Quebec government has succeeded in playing on the bitter inter-union jealousies in

that sector to weaken labour's common front ventures in other sectors, notably the public sector, the province's largest. In fact, the construction industry and the public service form two opposite extremes of the province's labour movement. The former is a rat's nest of corporatism and in-fighting, whereas the latter is the best organized flank of the Quebec work force with a tradition of solidarity and militant mass struggle. If the 1972 common front strike was the determinant factor in Quebec politics during the 1971-73 period, construction industry chaos and the Cliche extravaganza have set the tone for the 1974-75 period. The Cliche inquiry was the state's response to a grave crisis in the building trades, one that had been simmering for a while. To understand it, we have to step back a few years.

In 1968, the province adopted Bill 290, which laid the groundwork for a special system of labour relations in the industry. The law provided for province-wide negotiations with the CNTU and QFL, removing negotiation powers from individual international unions and greatly fortifying André Desjardins' building trades council (QFL) to which they are affiliated. The bill also recognized the QFL's hiring halls, which became the key to its hegemony in the industry. In an effort to squeeze out the CNTU entirely and win a 100-per-cent monopoly on building sites, Desjardins, backed by the QFL, courted the contractors and the government for favors; and these two parties generally complied in the hope of buying labour peace.

On several major sites, such as Quebec Cartier Mining's Mount Wright iron ore project near the Labrador border, management made it clear to QFL shop stewards that they could enjoy special privileges if they kept their mouths shut: luxury lodgings in trailers reserved for supervisory personnel, paid vacations in Montreal, freedom to work when they pleased. Testimony at the Cliche Commission

revealed some stewards were earning more than \$35,000 a year thanks to management kickbacks, and Robert Meloche, former business agent of Local 791 of the International Union of Operating Engineers, confessed to the inquiry that he accepted over \$7,000 in bribes from Bott Construction.

The overall picture, then, is the rapid spawning of a classically deformed labour bureaucracy, enriched by special powers and privileges dealt out with the card-shark vulgarity so characteristic of this rough-and-tumble industry booming on the Quebec frontier. André Desjardins himself, with his Cadillac and his diamonds, is a living caricature of the *roi nègre*, the working man who has made it into the "other" world, appropriating its privileges while scoffing at its manners. And this is an important point: although Desjardins' gang acted as a second-level management in the industry,—controlling the flow of manpower and the discipline of the troops—it was—never *integrated* into the process of capitalist production the way, say, broad sectors of the American labour aristocracy have been integrated. It was obvious Desjardins felt a certain thrill in bartering the fate of 100,000 construction workers in secret talks with high government and management officials, but he retained the image of an outlaw nonetheless, and when he didn't get his way the spectre of all-out war in the industry would be on the horizon. Although his gang was a privileged cast with little respect for union democracy, it had organic roots in the working class and commanded strong rank-and-file loyalty. In fact, precisely because it was such a literal reflection of the construction *milieu*, it attracted into its ranks some of the "natural" social leadership clustered there—the parasitical clans of loan-sharks, rackateers and thugs. This is what the Cliche inquiry called the infiltration of organized crime into organized labour, a phenomenon not limited to Quebec.

A disturbing question that welled up throughout the Cliche hearings was why Labour Minister Cournoyer not only tolerated the gangsterish types from the QFL when they came knocking on his door, but actually granted them favours, especially a certain legislative bouquet called Bill 9, which effectively removed the CNTU's veto in construction bargaining while continuing to recognize all three labour centrals—the QFL, the CNTU and the fledgling CSD—as negotiating voices in the industry. By virtue of Bill 9, a collective agreement signed solely

Under the Cliche ideology, crises would be averted...by the structural integration of the labour movement into the state

between the QFL and the management associations became the provincial decree that would set wages and working conditions for all construction workers. Cournoyer proudly announced that this was the first collective agreement signed in the industry since the province-wide bargaining system was installed with Bill 290 in 1968. But the CNTU was furious, branding the minister an accomplice to the QFL's ambition to eradicate all union rivals.

Cournoyer's motivations were not necessarily sinister. They correspond to his rule of thumb in labour relations: collaborate with the organizations that have the muscle to mobilize the working class, and, even if their leaders are one-legged gypsies with tattooed palms, *make friends*. Since Desjardins' gang controlled 70 per cent of the construction work force, including most of the skilled trades, and since its imagination at the bargaining table was limited to bread-and-butter issues, there was little choice in the minister's mind about who his friends were.

Cournoyer was drafted into the Bourassa cabinet in 1970 to replace assassinated Labour Minister Pierre Laporte, largely because of his experience and contacts in the troubled building industry. In Expo 67 labour negotiations, he had succeeded in securing a no-strike pact for the erection of the fair. As soon as he slipped into Laporte's shoes, his first task was to bypass a bargaining stalemate in the construction industry and ram through a decree to set wages and working conditions. Since then he has never stopped saying, as he did to the Cliche Commission, that he has often felt more like a construction minister than a labour minister.

Cournoyer's testimony before the inquiry in March served as a spectacular climax to an extremely theatrical series of hearings. Never was Cliche's overpowering role as a moral inquisitor more awesome than on that day in the old courthouse in Quebec City when the labour minister stood below him in the witness box.



Cournoyer

The session was no ordinary cross-examination, but a day-long political debate between Cliche and Cournoyer, two of the finest orators in the land. Cliche submitted the minister to a gruelling and often sarcastic interrogation about his ultimate responsibility for the whole mess that

the commission had been busy exposing since September. Why did he let André Desjardins pack an election rally for him in 1973? How did he allow a nest of QFL-linked patronage to develop in the Construction Industry Commission? How could he tolerate the lawlessness of his QFL collaborators? The minister's reply was basically that he didn't choose the union leaders he had to deal with, that he knew they were naughty, but never dreamed they were as naughty as they turned out to be.

Cournoyer, of course, is not naive, and as he told Cliche, "I've been going to school with these boys for 13 years." He knew he wasn't dealing with angels, and it has been common knowledge for years in Quebec that the QFL construction unions have attracted a certain riff-raff. While the QFL and Cournoyer were collaborating, the CNTU was courting the favours of Justice Minister Jerome Choquette, pleading for his police, his injunctions and his voice to curb the QFL menace. For several years Choquette who (thanks to the police) probably had an even better idea than Cournoyer that something fishy was going on, ignored the CNTU. Then, all of a sudden, Choquette listened to the CNTU. Hence Bourassa's magic wand waving into existence this Frankenstein prodigy of the state—the Cliche Commission.

Why did the government finally decide to move? It had no choice.

The powder keg that brought the whole cut-and-paste mansion of class collaboration crashing down was a bit of hard driving in a bulldozer by Yvon Duhamel, handiwork for which he is now serving a 10-year prison term. Duhamel's initiative in burning barracks and bulldozing down generators at James Bay should probably earn its colours in the history books as a pint-size "Quebec crisis," not as wrenching as the FLQ affair or the common front strike, but

nonetheless a crisis; not because of the \$35 million damages claimed by management, but because it detonated a major internal rupture in the province. It meant Cournoyer's "system" of labour relations in the building trades had to go.

Never was Cliche's overpowering role as a moral inquisitor more awesome than on that day...when the labour minister stood below him in the witness box

Duhamel's Rampage (thus has it become known in the English-language media) appeared to be a spontaneous and isolated act. And it was. On the one hand it was linked to no significant rank-and-file mobilization, and on the other it certainly wasn't the kind of thing the QFL bureaucracy would have organized. (Ironically the night Duhamel, a shop steward for Local 791, was wreaking havoc at James Bay, most of the QFL leadership was wining and dining at the opening bash of the Quebec Hilton, party of the year in the provincial capital.)

The rampage didn't come out of the blue. Partly in an effort to scare the state into granting the QFL an exclusive construction franchise, Desjardins' unions were flexing their muscles at the time. Also, labour-management relations were rapidly deteriorating in the industry, especially in the remote regions, where concentration-camp conditions often made building sites extremely flammable. Duhamel flew off the handle during a general escalation of war in the industry—but he carried the strategy further than anyone dared imagine, knocking the entire chessboard off the table. With the James Bay sabotage, the lid was blown off labour relations in the

construction industry, and the government had to act. Desjardins' gang, trying to show they were unionists rather than gangsters, sought camouflage in the class struggle and jumped full-force into a general cost-of-living offensive launched by the three labour centrals.

As the Cliche Commission moved in for the kill last fall, the industry was still in chaos, with many sites paralyzed by strikes. Just before Christmas, to end a strike by iron workers that had stalled the Olympic site, Cournoyer won approval for Bill 201, which gave him the arbitrary power to change the construction decree that he had hailed the year before as the fruit of a freely negotiated collective agreement. Without the cover provided by the Cliche Commission, he may have had trouble getting away with that sort of thing.

Even before the Cliche report came down, certain sectors of the labour movement began to attack the commission on a number of counts:

- the sensational publicity generated by the hearings slurred the labour movement as a whole;
- the inquiry's fire was concentrated on the unions, the most visible element in the "web of corruption," whereas management—those handing out the bribes—escaped practically unscathed;
- state interference in the labour movement is a dangerous precedent, and militant democratic unions will be created only when the workers perform the house-cleaning themselves.

There's no doubt the Cliche Commission was a strange and complex creature, responsible for a carnival of contradictory political effects. On the one hand it was a police inquiry, with hundreds of feet of wiretap tapes and years of

investigation providing the input; on the other, it was a smooth ideological operation, backed by a research staff drawn from universities and industrial relations schools. The commissioners themselves were an oppositional group appointed to heal a crisis in the construction industry, but they ended up tripping off a crisis in the state itself and eroding Premier Bourassa's credibility.

Along with the province's organized crime probe, the Cliche Commission served as a clearing house for a myriad of scandals touching the Quebec Liberal Party. The most sensational was the "Joyal affair," the story of an alleged \$2,000 bribe that pushed a minor civil servant into a post on the Minimum Wage Board back in 1970. The Cliche hearings ended with the general public still in suspense: if the police and the justice minister knew about the bribe through wiretaps back in 1970, why didn't they take action? Justice Minister Choquette testified that he forgot about it in the excitement of the October kidnapping crisis, and Bourassa, contradicting Choquette, said he was never informed.

By the end of the Cliche hearings, there was a definite scent of Watergate in the air. It's quite an escalation to go from fingering loan-sharks and brass-knuckled thugs in the labour bureaucracy to dressing down cabinet ministers and questioning the integrity of an entire government. Realizing the limitations

of his mandate, Cliche stopped short of calling in Bourassa himself to testify and instead called for a "broader and more elaborate inquiry into the ensemble of ills confronting the public morality of Quebec society in our time."

Bourassa said the Cliche report was the ultimate proof that his government was free from corruption, although the report clearly criticized his administration. For example, in noting that the QFL construction unions had moulded their non-elected shop stewards into a private army, the report adds, "it's inconceivable that the provincial government was not aware of such a well-structured and notorious system of terrorism." The report also attacks Bourassa's former special advisor, Paul Desrochers, for trying to negotiate a 10-year no-strike pact with the QFL at James Bay in return for a union monopoly at the site. In doling out jobs, the government practised favoritism, the report adds, calling for the firing of the head of the province's public service commission.

Cournoyer is criticized for sitting back "passively" and watching the violence and corruption, but the report says his fate should be left up to the electorate. In the aftermath of the commission, Cournoyer and Choquette publicly tried to stick each other with the blame for the government's passivity, reaffirming one of the report's observations—that a wide rift exists between their two departments, as if each were a state unto itself.

Choquette greeted the Cliche report with enthusiasm, but Cournoyer appeared cynical. Fighting off calls for his resignation, the labour minister shouldered the job of drafting post-Cliche legislation but questioned the practicality of much of the report. "If I introduced the whole thing at once, I'd have a revolution on my hands," he said.

One of the most quoted passages from the Cliche report is this: "When you're about to do a big house-cleaning, you need solid persons to handle the broom." Well, the battle of the broom is under way.

Some stewards at James Bay were earning more than \$35,000 a year, thanks to management kickbacks

The Cliche report suggests a long-term approach by which crisis-hopping would give way to social planning. Under the Cliche ideology, crises would be averted neither by a pretty concession nor by a sharp bang on the head, but by the *structural* integration of the labour movement into the state. All requiring a reinforced state apparatus gleaming with efficiency and impartiality. And an army of technocrats with conscience.

Robert Cliche may yet have trouble finding that clean blank page.

Cliche Report's Main Recommendations

Union activities and structures

- All construction unions should be incorporated and forced to show their books on a regular basis to the province's department of financial institutions.
- Union rules must be subordinated to federal and provincial law.

- Votes to call a strike or accept a contract should be carried out by secret ballot.

- No one convicted of a serious criminal offense should ever hold union office. Persons convicted of lesser crimes should not hold union office for a period of five years

following completion of their sentences.

- Shop stewards should work as employees and devote no more than three hours of their working day to union activities. (In the past contractors have often paid shop stewards full salaries for doing nothing.)

- Four locals of construction unions affiliated with the QFL should be put under provincial government trusteeship for a period of three years: the electricians (local 1677), the plumbers (local 144), the union of operating engineers (local 791) and the elevator constructors (local 89). The trustees would have the power to change union rules, and to hire and fire union organizers. During the trusteeship, the powers of the local executives would be suspended.

- Any agreement to respect a "union label" on construction materials should be illegal.

- Union officials or workers accused of organizing illegal work stoppages or slowdowns should be considered guilty until proven innocent.

State Centralization of the industry

- The province's Construction Industry Commission, a parity labour-management body, should be replaced by a Construction Board, composed of three members named for a period of 10 years. The president would be a provincial court judge. The Board would control its own financing and administration, subject to provincial scrutiny. Its functions would be to:

- maintain a placement service for construction workers;
- set up and maintain a system of guaranteed annual income and job security;
- police the system of social security and vacation pay;
- maintain the arbitration system.

- The creation of a Parity Construction Committee requiring a double majority of management and labour representatives to make decisions. The committee would advise the Board and have decision-

making power over questions relating to the social security funds administered by the Board.

- A Construction Tribunal should be created as a division of the province's Labour Tribunal to handle penal complaints arising out of the industry.

- A liaison committee should be created to co-ordinate the work of the justice and labour departments in policing the industry.

- The seven associations now representing contractors should be condensed into a single association for the purpose of negotiations.

- Union plurality should continue to exist. Workers would be allowed to change their union affiliation during a special 30-day recruitment period, in which the competing labour centrals would rely on information campaigns to recruit workers. No recruitment on the job site would be allowed. At the end of the campaign, workers would choose their union by secret ballot at the Construction Board, which would register the votes by computer. (Traditionally in Quebec, union raiding has provided a bloody forum for inter-union rivalry).

- Any union with more than 5 per cent of the province's construction workers would be able to participate in negotiations; but a collective agreement should not be signed without the consent of unions comprising three quarters of the work force. (Given the present situation, this rule would force the QFL and CNTU to reach a common position. In the past they have negotiated separately.)

- All management and union placement centres should be abolished, and all hiring handled by the Construction Bureau.

- The government should develop a

long-term manpower policy linked to more rigorous planning of construction projects in Quebec.

Social reforms to improve working conditions

- Contractors should build safety provisions into their plans, and develop safety programs for their workers.

- Any job site with more than 125 men should have a full-time qualified safety officer, two officers for a site with more than 150 workers. The officers would be trained by the Construction Board.

- Safety inspectors should play an accident prevention role. They should have the power to shut down a job site without legal recourse.

- The Workmen's Compensation Board should name a commissioner to investigate construction accidents; in the case of fatal accidents, he would have the power of a coroner.

- Contractors at remote work sites should take special measures to improve leisure, sports and communications facilities.

- Work permits would be abolished, and every construction worker would have his qualifications on record with the Construction Bureau's computer.

- Jobs would be distributed according to seniority, length of time unemployed, qualifications, and region.

- A guaranteed annual income should be negotiated for construction workers.

- The Construction Bureau would chase down employers guilty of fraud, or employers cheating workers of salaries by slipping in and out of bankruptcy.

Coping with the Pension Crisis

by John Seltzer

No wonder corporate management is concerned about its current and potential obligations with respect to pension plans.

Pension plans are the longest-term commitment that most companies enter into. The capital value of an individual's pension plan is usually the largest asset he acquires in the whole of his lifetime.

Substantial increases in pension benefits have been negotiated in the past few years in major industries, but the value of both equity and fixed income investment of pension funds has declined. Now, inflation is making a substantial and unexpected impact on pension commitments. The problems are real; and they are important.

The recent rapid increase in the cost of living creates demands for pension increases high enough to maintain purchasing power after retirement.

John Seltzer is president of GBB Associates, Actuaries and Benefit Plan Consultants, Toronto. This article is an LG digest of an address he gave to the Toronto chapter of the Institute of Chartered Secretaries and Administrators in Canada.

But, the cost is staggering. If a person's pension increases only 0.5 per cent for each 1 per cent rise in the Consumer Price Index, at present rates of inflation the amount of an average pension would double well before the end of the pensioner's normal life expectancy.

As would be expected, the first major industry to gear its pensions to the Consumer Price Index was government. Government protection against the effects of inflation on its plans certainly put pressure on negotiated settlements to provide the same thing, although limited to the life of the collective bargaining contract. These settlements will become trend-

setters for the non-unionized employees, too. So will the settlements that gave significantly larger pensions at earlier retirement ages. More is yet to come.

So we cannot ignore the Canadian Labour Congress when it presses for a Canadian Pension Plan that by 1996 would give a pension of 75 per cent of wages at age 60—fully protected thereafter against purchasing power loss.

Dire predictions of the cost are already being made—and rightly so. But less attention is given to answering the reasons for the CLC's proposals. The congress says that some plan benefits are too low, that some companies go out of business leaving underfunded plans, that some plans are terminated with reductions in the covered worker's pension expectations, and that a large part of the work force isn't covered by the private-pension system.

Well, that work force includes the unemployed, the self-employed, and temporary and casual employees whose Canada Pension Plan and Old Age Security benefits are already a significant proportion of their admittedly low pay. It includes employees who will become members of company pension plans after an eligibility period, and those who elected not to join a company plan. It excludes from consideration those who prefer to practice virtues of private thrift through Registered Retirement Savings Plans and other means of saving for retirement.

We have little data on the relationship between benefit losses and plan termination beyond the evidence of a few widely publicized cases. We should define the problem a great deal more precisely before we agree to a massive takeover of the private pension system by the Government.

With the unbeatable accuracy of hindsight it should now be clear to many corporate financial officers responsible for choosing pension fund investment managers that the ability to protect the portfolio from down markets—from "giving it all back"—is one of the most important determinants of "above average performance." As one plan sponsor says: "It doesn't make me feel better to have lost less than others or to be told that my fund did *relatively* well but *absolutely* terrible". Attempts to preserve the purchasing power of the capital have often succeeded only in jeopardizing the preservation of the capital itself.

More attention must be paid to absolute performance rather than relative performance. Pension funds should invest more like life insurance funds. The primary object being to meet actuarial requirements at all times.

But don't blame it all on the money manager! The investment return has become the one place to which the

whole buck has been passed. How many times have increased benefits been bought by mortgaging the future through a capitalization of future earnings of the pension fund? How many times has unrealized capital appreciation in the pension fund been applied against new pension obligations as if it were already money in the bank?

Two lessons can be learned from the drop in current market values of pension funds, and its effect on the company contribution of many plans:

- Don't base current pension contribution calculations on an unmodified current market value of assets. Pension costs will vary unacceptably from year to year.
- Don't base current pension contribution calculations on short interval rates of return on a fund's assets. These short-term fluctuations have no meaningful significance as an interpretation or prediction of the long term performance of the pension fund.

It may be a gloomy picture, but the Canadian private pension system is a magnificent achievement. Over five million working Canadians are covered by over 5,000 separate plans with assets of over 20 billion dollars growing at over 2 billion dollars a year. Pension funds are not only a significant portion of gross personal savings but are one of the key sources for investment capital. A source our economy badly needs in this time of capital shortage.

Much of the anxiety over the present solvency of pension funds arises from well publicized problems in the United States. Canadian plans have been much more closely regulated by provincial and federal authorities. We have tended to invest substantially less pension fund money in equities. The Canadian stock market has also performed relatively much better, too.

There is no *immediate* problem, since

interest and divided income from pension funds in the aggregate continue to cover current pension payments.

Expectations for pensions equal to the standard of living of the worker at retirement, the protection of pensions from erosion by inflation, and lower retirement ages without reductions in benefit, are all tributes to the *success* of the Canadian private pension system.

The actual beneficiary is left with little information concerning the disposition of the funds in which he or she has a vital interest

Inflation now poses one of the most serious problems facing pension plans.

From an employee's point of view, the ideal plan is a final average-earnings plan in which benefits automatically increase during retirement to offset rises in costs and standards of living. From the employer's point of view, the trend to this type of plan was an effort to design a plan that worked automatically on into the future, leaving him to get on with the business of making widgets or whatever. In an extended period of relatively high inflation, however, too many companies just cannot afford this ideal.

What do you then do as a corporate officer?

If you have a company pension plan, you start with what you have. You should then steer in the direction of a pension based on the employee's pay over his working lifetime with you, not on his earnings in the years immediately before retirement. You

then update his accruing pension benefits to a more current pay level as you can afford it. You would also give ad hoc increases to retired people as you can afford it. You would not thereby take on an unknown and unknowable liability.

You should also stress to your workers the total retirement income objectives that your plans are intended to meet—in combination with benefits payable from the Canada and Quebec Pension Plans, and Old Age Security.

What should matter, from the viewpoint of the pensioner who has to live on it, is the *total* retirement income from the government sponsored and private plans combined.

You would steer away from an automatic index-linked pension. Why not allow the employee to choose a reduced pension that escalates or allow him to contribute additionally to provide escalation on top of the unreduced benefit?

Perhaps, to the layman, the most unknown element in pension plans is how the pension expense—the company contribution—is calculated. The calculations are made by a

professional, the actuary, who has been allowed to exist virtually unnoticed for decades. Now he is exposed to a spotlight of great intensity. There is a great need for actuaries to explain their activities to others in a language that is easily understood.

Current pension problems demonstrate the lack of understanding that surrounds pension plans

More than anything else, the current pension problems demonstrate the lack of understanding that surrounds pension plans, particularly among the participants themselves. The pension expectations of workers cannot be moderated while they have no idea at all where the money they pay into the pension fund each payday goes, no idea how much the employer puts into the fund and why, and only the vaguest notion of their possible income level at retirement.

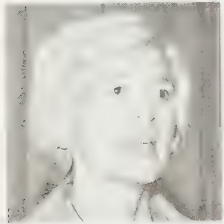
Pension plan provisions have often become so complicated that it becomes a feat for the employee just to remember the various options provided.

Many plans need to be simplified. The worker should be told his specific dollar benefits in the event he quits or is fired or laid off, dies, becomes disabled, or retires. Also what he will get if the plan is terminated.

The financial information given to potential beneficiaries of a pension fund nowhere matches that in the accounts of a normal public company given to its shareholders. I have never heard of any pooled pension fund portfolio of the insurance and trust companies being analyzed by financial journalists and other independent interested parties who could appraise the performance of the pension fund. And here I am not talking about the horse-race of investment performance measurement but a meaningful study of the past and potential results of the portfolios themselves.

The accounting of the pension fund is typically made to the employer, or in some instances to a joint board of trustees. The actual beneficiary is left with little information concerning the disposition of the funds in which he or she has a vital interest.

The need for greater disclosure is fundamental and will itself be an additional safeguard against uneconomic pension expectations.



Bob Cunningham

"Women are victims of social stereotyping"

— Barbara Boyle Sullivan

Personnel consultant

A thorough and critical appraisal of all aspects of a company's organization in order to identify women's current and future roles in it, was urged by Barbara Boyle Sullivan at the Personnel Association of Toronto conference in April.

It is in a company's best interests to promote women to top levels, she said, adding that "affirmative action" and "management awareness" programs are necessary to ensure that women will rise to and function effectively at the highest executive levels.

Boyle Sullivan, who advises firms in the U.S. and Canada on how best to utilize their female resources, said the first step is to look at the number of males and females in each job category, and to analyze company data on salary earned, together with job and educational qualifications. Most studies of this kind reveal that women tend to be pegged at the bottom occupational and salary levels even though their qualifications often equal or excel those of men who hold higher-level jobs.

Boyle Sullivan, who spent 14 years

with IBM in personnel, sales, marketing, and management development, gives management awareness courses revealing prejudices that often prevent the promotion of women. She believes executive commitment is vital in order to change attitudes, before more doors to higher-level jobs will be opened for women.

Her status-of-women studies for such large organizations as Canadian National Railways, Canadian

(Continued on page 440)



"Employers turn employees off"

— Sheldon Davis

Vice-President, TRW Inc.

Personnel managers and other company executives de-motivate employees and "turn workers off" with demeaning rules and "jail-like atmospheres" in the work place, according to Sheldon Davis, vice-president of TRW Inc. a multinational, multi-product corporation with headquarters in Cleveland, Ohio.

Davis told delegates to the P.A.T. conference in April that "personnel managers aren't paying enough attention to the work climate and to why employees act the way they do—

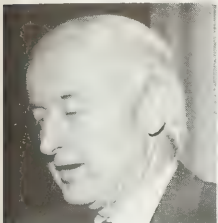
we just complain about them." He blamed employers for much of workers' lack of enthusiasm for their jobs and suggested that work be redesigned to provide more planning at the working levels of the company rather than retain the entire planning function at the executive level.

He gave safety rules as a logical example of employee input that would be valuable in both a practical sense and in giving workers a feeling of helping shape their work environment.

Davis suggested also that time clocks are often unnecessary and that employees frequently feel that "punching a time clock" is a demeaning activity, contributing to unhappiness in the work place. He called for an end to "confrontation techniques" between worker and manager, and suggested that more co-operation be encouraged in all phases of running the company.

"Bring complaints about the boss or

(Continued on page 440)



Bob Cunningham

"Higher-level management that doesn't listen to signals from below is a collection of dolts"

— William A. Dimma

Dean of Administrative Studies York University

In his address to the P.A.T. conference, William A. Dimma, Dean of Administrative Studies at Toronto's York University, expressed concern and surprise at the lack of integration between manpower planning and overall strategic planning among North American Institutions.

The former executive vice-president of Union Carbide, who holds a Ph.D. in Business Administration from Harvard University and an M.B.A. from York, also voiced his concern at the general lack of a corporate strategy exhibited

by these organizations.

Dimma emphasized the need for corporations to have both an overall strategy to steer their institutions toward well-defined goals, and a well-planned manpower strategy.

He noted that it is very rare to find close organizational ties between corporate planners and the personnel management or human resources function. "In fact, so few companies have yet progressed beyond a piecemeal approach that one is surprised to run across even a fairly

simple system."

Dimma gave delegates some of the arguments for adequate manpower planning on an orderly basis over a long-term period:

- Longer training periods are necessary, hence a need to anticipate future manpower requirements further in advance.
- Labour shortages require that better recruiting methods and better in-house job training be implemented.

(Continued on page 441)



"Employees should be told if they have little chance of promotion"

— Marion Kellogg

Vice-President, corporate consulting General Electric Company

Employers were given advice by Marion Kellogg on how to encourage non-productive employees with little chance of promotion to leave the company.

Kellogg a corporate consulting vice-president at General Electric Company singled out the "plateau" employee as the one needing most help from the personnel manager. She attributed the increasing size of this category in the work force to the current economic climate in which there are "many highly-motivated persons with no

future who want to move upwards." She said the "funnel to the top" is becoming increasingly narrower for more people.

In her opinion, an employee usually starts out effective in the plateau stage and then rapidly deteriorates. She sees this as a challenge to the employer to keep employees motivated while helping them retain self-esteem when they know chances of promotion within the company are almost non-existent.

Kellogg suggested "job enrichment" for these mid-career middle managers by allowing them to take part in top-level decisions, which she says they are capable of doing, although top-level executives often don't recognize this potential.

She advised also that an employee be told that his chances for promotion are limited. If this leads to a work slump, the employer should help him find another job, both for his own

(Continued on page 442)

"It is in a company's best interests to promote women to top levels"

—Boyle Sullivan

Broadcasting Corporation, and the World Bank, have led her to conclude that social stereotyping is still the largest obstacle to equality of opportunity in the work place.

She said male executives still think—wrongly—that women cry a lot, have no motivation, little physical strength, lack education, can't travel, have more family responsibility, are pregnant a lot of the time, are prone to leave a job when they marry, have high absenteeism, are not career-minded, tend to be "masculine" if they obtain high level positions, men don't want to work for women, women don't want to work for women, working women kill chivalry, and women have no place in such traditionally male-dominated areas as railways. She added that surveys show most men still think

"women's place is in the home," even though one third of North American women work, half of them married.

Boyle Sullivan pointed out that the attitudes of women themselves toward their opportunities for success are characterized by frustration, lack of self-confidence, and cynicism, that often inhibit them from even trying for high-ranking, high-paying jobs for which they are qualified.

She blamed our socialization patterns for both men's and women's attitudes, which she says are fostered by such practices as boys being encouraged to play team sports and other competitive activities, while girls are encouraged only in wife-mother roles and in such competitive pursuits as

beauty contests and dates, all of which help foster dislike for other females, and discourage them from working together. As a consultant, Boyle Sullivan arranges sessions for companies, in which men and women, separately and together, reveal their often unconscious prejudices, which she then helps them to overcome. She also coaches women, qualified for a higher-level job, in such skills as self-confidence and assertiveness.

She attributes the recent push to promote women to the top levels of organizations to: government anti-discrimination legislation, the feminist movement, the companies' desire to remove their anti-female bias from their public image, and the growing discontent among female employees.

"Employees frequently feel that punching a time clock is a demeaning activity"

—Davis

about the workers out into the open where both sides can work for a solution," he said. "Don't keep the beefs in the washroom or in the bar after work." Additional responsibility and involvement of the worker in decision-making tends to increase employee dedication to the job, he observed

He counted the impersonality of many companies among the causes of

worker unhappiness and suggested among other things, that a personalized package of employee benefits, including one or more "personal holidays" a year, could help to make the worker more satisfied with his employer. Such "Holidays" would be days off chosen by the employee to celebrate his birthday, anniversary, or other occasion of his choice.

Davis, whose company runs a non-unionized auto-parts plant in St. Catharines, Ontario, and other operations in West Germany, Brazil, Italy, Spain, the U.S. and elsewhere, warns managers that they should not suppose that their authority is credible to the worker. Surveys show the opposite. He advises that good personnel management is the key to happier employees and a more productive plant.

"All institutions are experiencing greater difficulty in reaching and maintaining esprit de corps"

—Dimma

- Low birth rates during the 1930s and '40s have led to a shortage of persons in the 35-45 age group, the prime source of experienced middle-managers and professionals.

He suggested several ways of ensuring future manpower needs can be met, including:

- Projecting supply and demand for positions several years into the future;

- compiling an inventory of manpower resources that can be matched with position requirements and availability;

- early identification of successful performers so they can be nurtured within the organization;

- identification of training needs;

- identification of recruiting needs and suitable recruiting policies;

- operating a system of personnel evaluation that focusses on measuring performance;

- compensation policies that help reinforce high performance expectations of employees;

- development of an orderly succession plan.

Dimma stressed the need for succession planning, which, he says, can focus on either the job, the individual, or both. But he emphasized that, "one of the most valuable outputs of succession planning is a systematic identification of the developmental experience necessary to ready a manager for a new position."

Dimma deplored the tendency in most organizations not to know the number and type of employees that will be needed five years in the future.

In his view, strategic planning must be an integral part of the continuous process of managing. "In short, planning is not an on-off part-time activity, but is an integral part of managing...a matter of self-perception."

"In any institution, there are objectives-within-objectives, and the strategy at each organizational level must be fully compatible with the strategy at the next higher level.

"A higher-level management that doesn't listen intently to signals from below is a collection of dolts."

On the issue of employee morale, Dimma said "all institutions are experiencing greater difficulty in reaching and maintaining esprit de corps... Consequently, the objectives of great institutions that have failed to move sufficiently with the times, are under attack."

He stressed the importance of all employees understanding, supporting, and trying to make their work mesh with, the larger objectives and strategy set out by the top levels. In order to achieve this end, he urges management to distribute more honest and more frequent information about the company to employees at all levels. Corporate and other structures must also make efforts to meet the expectations of the younger, better-educated employees.

Dimma noted also that forces within a firm and within a society are making conventional structures like corporate institutions increasingly obsolete and even unstable. He attributes this to an increase in the size and complexity of institutions, diversification of technologies and products across national boundaries, and a shift from the manufacture of goods to the production of services and the generation of knowledge.

"There are many highly motivated persons with no future who want to move upwards"

—Kellogg

sake and for the benefit of the company, which can then fill the job with a more motivated worker. A move from private industry to government, starting one's own business, moving from a large company to a small one, or a small company to a large one, were among her suggestions for re-motivating someone in a mid-career slump. Admitting that she herself is now in her fifth career, Kellogg suggested that changing jobs can keep up motivation. "Frustration and challenge turn people on."

She advised companies to examine their benefits programs to ensure that they do not force an employee to stay with his employer longer than he should, because the benefits are so

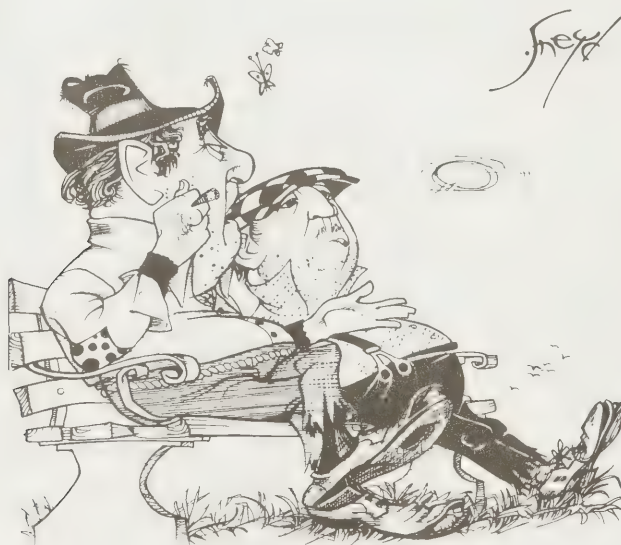
attractive that he would suffer financially if he left for another job.

She suggested that employees be encouraged to take non job-related courses and still receive tuition refunds in the hope that the employee's interests would be broadened, thus making him more satisfied in his job, or giving him additional skills or interests that may encourage him to move on if he is unhappy in his current occupation.

She further suggested that holding concurrent jobs should be encouraged rather than discouraged because it has been shown that people "working on the side" for themselves most often improve their all-round productivity on the job.

Among her other recommendations were half-time work weeks for senior employees that the company wants to retire early because their job is obsolete or because they are bored and non-productive. She said the employee can then ease into a "second career" while retaining necessary financial security during the transition period.

Kellogg stressed that "second careers", "extended careers", and high motivation throughout an employee's working life is vital to our economic system in order that the productive work force be able to support the increasing number in the non-productive work force, such as old people and welfare recipients.



"On the other hand, inflation don't erode the value of the money we ain't got."

A Look at Arbitration Of Rights Disputes

by Roy LaBerge

Although it's coming in for heavy criticism, the arbitration process will likely continue for a long time to be the Canadian way of settling rights disputes, those that arise during the term of a collective agreement. There's simply no acceptable alternative on the industrial relations horizon.

Every Canadian jurisdiction except Saskatchewan requires some form of no-strike and arbitration clause in collective agreements. Some provide, however, for contract reopeners on the issue of technological change, or for reopeners on specific issues as bargained for by the parties.

The most rigid legislation is in Alberta, Prince Edward Island and Ontario, where work stoppages for any reason are forbidden during the life of the contract. It is the largest of the three—Ontario—that has produced the strongest criticism of the present arbitration process.

A former editor of Canadian Labour, Roy LaBerge teaches social science at Algonquin College, Ottawa.



Thomas Studio

A study commissioned by the Labour Council of Metropolitan Toronto and published under the title *Justice Delayed* found lengthy delays in arbitration procedures, and claimed that this meant justice was denied.

Last November, the consensus of union speakers at a seminar organized by the Ontario Federation of Labour was that the arbitration process has degenerated into a "ritualized legal gavotte" that tends to create more problems than it solves.

Criticism is not confined to Ontario, however, nor to labour organizations. The process came under fire in Montreal last October at a seminar at

McGill university's Industrial Relations Centre. There were complaints about lengthy delays, high costs, and heavy reliance on lawyers. Frances Bairstow, director of the centre, cited this major criticism: "What had been devised to provide a low-cost and simple solution of grievances, and to avoid the escalation of long-standing, unresolved disputes over the years, has become increasingly formalized, to the point where preparation of a case frequently requires extensive legal expertise and long delays."

A federal survey found complaints about the process in several provinces. There were criticisms of delays in filing decisions in New Brunswick and Nova Scotia, as well as in Ontario, requests for an inventory of arbitrators in Nova Scotia, P.E.I. and Manitoba, and complaints in two jurisdictions that arbitrators needed more power in settling disputes.

Nevertheless, although arbitration has many critics, even *Justice Delayed* agrees that it does work: "It does provide a method for ultimately settling disputes arising during the course of the collective agreement. It does preserve the 'rule of law' at the work place. This is a factor which should not be ignored when one considers the vices and virtues of the arbitration process."

Some arbitrators place much of the onus for defects on the parties themselves: for overburdening a small number of arbitrators they consider "acceptable" and also for a reluctance to experiment with different techniques of arbitration.

One problem in measuring the effectiveness of the process is a dearth of up-to-date statistical studies.

The federal study of the use of arbitration in 1972 and 1973 throughout Canada points out one difficulty in collecting data: only four provinces—Ontario, British Columbia, Alberta and Quebec—make it mandatory for arbitrators to report their decisions, let alone their reasons.

The *Justice Delayed* study examined all the grievance arbitration awards filed with the provincial Labour-Management Arbitration Commission between September 1, 1971 and September 1, 1973.

Many trade unionists saw in its findings confirmation of what they already believed about arbitration:

- The process is too lengthy and time-consuming.
- Management wins most grievances heard.
- A sole arbitrator deals with grievances faster than does a tripartite board.
- The use of legal counsel tends to lengthen the process.
- The party using legal counsel is at an advantage.
- Management uses legal counsel more often than unions do.

Arbitration of rights disputes is compulsory in all jurisdictions except Saskatchewan

In an introduction to *Justice Delayed*, Donald R. Montgomery, secretary-treasurer of the Canadian Labour Congress, speaks of the "legalistic labyrinth of the present process" and says it makes a joke of the grievance procedure.

"It is little wonder that employees become frustrated . . . and that the animosity carries over into contract negotiations," he adds. "There have been many sets of negotiations prolonged as the parties strive to break a log jam caused by dozens of grievances awaiting an arbitration hearing. This report shows that the system is failing, failing the employee as well as the employer."

There were 1,661 arbitration awards filed with the Ontario commission during the two years covered by the study. Of these, 612, or 36.9 per cent were assigned by single arbitrators and 1,049, or 63.1 per cent, by tripartite boards.

In measuring the length of cases, the researchers sometimes used the date of the incident that gave rise to the grievance instead of the date of the grievance because the arbitrators frequently omitted the grievance date from their awards.

When a single arbitrator was used, the median time between the incident or the filing of the grievance and the first arbitration hearing was between 125 and 194 days. When the hearing was before a tripartite board, the

median was 175 to 199 days, about 50 days longer.

In five cases before a single arbitrator, and in one before a tripartite board, this process took more than 1,000 days, one of them 1,770. These were unusual situations, however, distorting the average time, which is why the researchers found the median time more meaningful.

The median time required by a single arbitrator to render his decision after the last hearing was 15 to 19 days. For a tripartite board the median time between the last hearing and the majority award was 35 to 39 days.

For the entire grievance-arbitration procedure, from the time of the incident or the filing of the grievance to the final arbitration award, the median time was 175 to 199 days when a sole arbitrator was used, and 225 to 249 days, approximately two months longer, with a tripartite board.

These findings brought this comment from Montgomery:

"The law has taken away the rights of workers to strike during the term of the collective agreement and supposedly has given them in return an equitable and quick means of having their grievances dealt with. But the system is not quick . . . One cannot arrive at any other conclusion than that the system is not working."

Management wins most grievances heard

The researchers found that the union won the grievance in 40 per cent of cases. They defined a union "win", however, as any change in the penalty imposed or in the action taken by management. Management was said to have won if the grievance was dismissed in its entirety.

Chris Trower, chairman of the labour council advisory committee that supervised the study, observed that the percentage of union "wins" was "greater than those of us who work within the process might have supposed."

The study found also that the union was most likely to be successful in arguing a discharge case before a single arbitrator and least likely to win in arguing a discipline or other case before a tripartite board.

It "frequently requires extensive legal expertise and long delays"

"Discharge is considered the 'capital punishment' of industry and, depending on the circumstances involved, the arbitrator may seek to mitigate this punishment while upholding the general and specific deterrent purposes of any disciplinary system," the researchers said.

"On the other hand, most of the 'other' cases involved job promotion problems. Arbitrators are reluctant to intervene in this area unless it is shown that the managerial decision was unreasonable, a decision which no reasonable employee could have reached given the facts available, or that the company's judgment was not honest and unbiased but rather actuated by malice or ill will directed at the particular employee. This may be difficult for the union to prove—to say the least."

Management used legal counsel more often than unions—in 58.1 per cent of cases against 34.2 per cent. For both parties, the percentage was higher before tripartite boards: 66.3 for management and 41.8 for unions.

The probability of a union being successful was higher when it used legal counsel.

"It is clear that a party is at a disadvantage if it does not have counsel while the other party is represented by a lawyer," the report observed.

The median time for completing the grievance-arbitration process, however, was higher when both parties used lawyers. Technical objections were more likely to be raised when lawyers appeared.

The research itself did not deal with the cost of arbitration, but in his foreword, Montgomery says many small unions cannot afford to pay arbitrators' fees and are unable to ensure that their collective agreement will be enforced.

The federal labour department survey, which published its preliminary findings under the title, *The use of the arbitration mechanism in Canada 1972 and 1973*, found these daily fee ranges for arbitrators: British Columbia, \$200-\$750; Prairies, \$50-\$1,000; Ontario, \$150-\$600; Quebec, \$120-\$600; Maritimes \$100-\$400. Transportation and living expenses were added where necessary.

The study said the "more common" daily fee across the country was in the \$300 to \$350 range. Montgomery placed the 1974 going rate in Ontario at from \$500 to \$700 a session.

The parties are putting the burden on too few arbitrators

Montgomery observes that this fee is tax deductible for the company, and adds: "The employer will know that the local union cannot afford to take employees' grievances to arbitration, and therefore he will not fear being over-ruled by an arbitration board."

Trower says the study demonstrates that Canada needs a method of

settling rights disputes that is "swift, just and final." If arbitration is to fulfil this role, there must be enough arbitrators "acceptable to the labour movement," and they must conduct hearings marked by "informality, common sense, expeditiousness and justice."

It has degenerated into a "ritualized legal gavotte"

In such a system, he adds, "neither side would need a legal counsel, but both parties could use the people directly involved in the dispute: the worker on the shop floor and the first-line supervisor."

He says the system must be "understandable, accessible and readily available to ordinary people without the necessity of legal training or advice. Until it can meet such criteria, the arbitration process as it is, stands condemned."

The federal Department of Labour's survey gives Trower little support for this stand. The vast majority of respondents, including 68 per cent of so-called "labour partisans," disagreed with the statement: "The procedure adopted in most grievance arbitrations is too formalistic and legalistic." Almost one half of the labour partisans, however, were lawyers, as were the overwhelming majority of the other respondents—"management partisans" and arbitrators.

Harry Arthurs, dean of Osgoode Hall Law School, agrees that there is "substantial substance" to the criticism that arbitration cases, by and large, are taking too long to be heard, and that this does deny justice.

He agrees also that the scarcity of "acceptable" arbitrators adds to the problem, but he says the parties themselves must bear some of the onus for this.

"They ought to be more willing than they are to experiment with new chairmen," he says. "They ought to be more accessible than they sometimes are in terms of putting hearings together."

"They are busy people, too. They have negotiations and a number of units to serve. All of these things tend to delay their availability for hearings."

"But I think they have exercised insufficient ingenuity in writing into their agreements provisions for speedy arbitration."

The party using legal counsel is at an advantage

Arthurs recommends more experiments like the International Nickel Company grievance commissioner system at Sudbury.

Bert Munro, legislative director of the United Steelworkers of America, told the McGill Industrial Relations Centre conference that the Sudbury approach allows grievances to be heard without established precedent.

Hearings are held once a month, with from three to 11 cases handled in a day, and, Munro said, the results had been quite promising: "The worker gets his day in court and his case settled; the costs in both time and money are greatly reduced."

Arthurs' suggestion for experimenting with different techniques is based on solid experience. Since 1967, he has been the impartial chairman of arbitrations for the men's and ladies' garment industry in Toronto.

The industry has had an arbitration system dating back to 1920, and although it is beginning to formalize to some extent, Arthurs says "it has been highly informal over the years,

with no lawyers needed or wanted, and it works just fine."

Justice Delayed bears out Arthurs' contention that both parties are putting the burden on too few arbitrators. While 64 arbitrators heard the 1,661 cases reviewed, the six busiest arbitrators took care of 52.7 per cent of them. The busiest arbitrator heard 269 cases, or 16.2 per cent of the total, and the next busiest heard 226, or 13.6 per cent. Only two others heard more than 100 cases each.

At the McGill conference, a U.S. arbitrator, Marcia Greenbaum, termed this situation *Catch 22*: "The parties are reluctant to have an arbitrator with little or no experience, and *Catch 22* is that he or she cannot acquire any experience unless the parties select him or her."

Arthurs believes there are several people available who could become competent arbitrators if they were recruited, and also that every arbitrator need not be a lawyer.

He says the "formal and legalistic" approach to arbitration can be attributed at least in part to the courts: "Arbitrators act to some extent in fear of court review. Consequently, they are not always prepared simply to dismiss out of hand neat little arguments that don't get into the merits of the case."

For example, arbitrators wanted to use their own judgment about handling grievances that did not meet the time requirements, but the Supreme court of Canada denied them this discretion "even with a grievance that was a few days out of time, although no harm was done and although an excuse was proffered for lateness."

In this, Arthurs adds, legislators must share the responsibility: "They have it within their power to endow arbitrators with the ability to deal reasonably and

expeditiously with grievances, but haven't done it, in most places."

Arthurs is opposed to the use of labour courts: "If we are talking about an extension of the present court system, I think it would be a serious mistake. The procedures, the evidentiary rules, the doctrines of contract law, the techniques of interpretation that our regular courts use are appropriate for the business they do, but are highly inappropriate for the labour-management field."

He has no serious objection, however, to a system like the adjudication procedures under the Public Service Staff Relations Act in which the adjudicators are paid by the public purse and handle cases more or less in rotation. But he points out that the parties have the right to choose their own arbitrator under the Act.

He points also to the B.C. experience, where the labour relations board itself has jurisdiction to hear arbitration grievances. Both small local unions and small companies have taken grievances to the board rather than pay arbitrators out of their own pocket.

Justice delayed is justice denied

Arthur says there is a need also for better handling of grievances before they reach the arbitration stage. Here, again, he says B.C. has experimented successfully for several years with third-party mediation of grievances.

And Arthurs feels that unions have missed a good bet in not hiring young lawyers, many of whom are "ready and willing to work for unions" at the salary paid a staff representative.

He blames the unions' reluctance on "a long history of antagonism" between the legal profession and the

Arbitration Survey

The Legislative Research Branch of the Canada Department of Labour conducted a two-part survey into the use of arbitration in Canada in 1972 and 1973. The first questionnaire was directed to provincial and federal agencies involved in the arbitration process, and the second to arbitrators and to counsel for unions and employees.

The first part of the survey drew responses from every agency to which a questionnaire was sent. Among its findings:

- No jurisdiction has legislated or established a regulated procedure for arbitrations, but attempts have been made to standardize hearings, follow some general rules of evidence and procedure, and require decisions within a reasonable time.
- All jurisdictions but one keep a list of potential arbitrators, although none can be sure that all the arbitrators used by the parties are on the list.

It proved impossible to determine the number of arbitration cases heard because only four provinces—Quebec, Ontario, Alberta and British Columbia—require arbitrators or chairmen of boards to file their decisions.

A preliminary report on the second part of the survey is based on returns from 170 of the 304 questionnaires circulated.

The majority of the respondents expressed the view that the arbitrator's role should be strictly adjudicative and that arbitrators should never try to mediate a negotiated settlement of the grievance. "Labour partisans", however, were more receptive to the idea of giving arbitrators a mediative role than were management partisans or arbitrators themselves.

Most respondents agreed that arbitration awards should be written primarily for the parties to the dispute and not for the benefit of other arbitrators or academics.

And an overwhelming majority were of the opinion that arbitrators should be required by law to file copies of their decisions with a provincial registry from which copies of any decision could be obtained.

Of 465 arbitrators identified in the two parts of the survey, 73 per cent had an academic background in law, 14 per cent in labour relations, 6 per cent in commerce and business administration, 2 per cent in economics and 5 per cent had "other" backgrounds.

By occupation, 48 per cent were lawyers; 8 per cent, judges; 20 per cent, professors (most of them teaching law or labour relations); 4 per cent, businessmen; 3 per cent, union representatives; 1 per cent, civil servants; 1 per cent, consultants; 2 per cent were in the "other" category and occupational information was not available for 13 per cent.

labour movement. "It's difficult for union people to overcome this, but I think they are biting their noses to spite their faces, to some extent."

Arthurs thinks Canada should not look to other countries for solutions to problems of grievance arbitration that are unique to the North American system of labour relations:

"In most other countries, there isn't the same emphasis on plant-level labour-management relations. Agreements tend to be national or industry-wide in scope. Consequently, the need for ad hoc arbitrators is seldom experienced. The pattern tends to be some form of highly specialized labour court.

"But these forums exist within the traditions of those countries, within the

structure of their labour movement, and against a background of collective agreements that look very different from our own. For example, they seldom include the usual work rules, seniority and welfare benefits contained in our agreements. "So one really has to tailor the arbitration system to the bargaining system and the general legal system within which it operates."

David Archer, president of the Ontario Federation of Labour, says the Canadian labour movement is the only one that has accepted compulsory arbitration "without a quid pro quo such as compulsory unionism in Australia or national bargaining in other areas."

He points out that Britain remains wedded to the position that strikes

during the term of the collective agreement are advisable, and "in return the contract in Britain is an unenforceable document." Archer points out that attempts by governments to alter this situation have been repelled by the Trades Union Congress.

With the exception of the area of technological change, "in Canada we seem to have resigned ourselves to the proposition that disputes arising during the term of the agreement shall be subject to the final settlement clauses contained in the agreement or labour relations Act," Archer observes.

A study published by the OFL says all Canadian jurisdictions should, as Saskatchewan has done, follow the example of the U.S. National Labor Relations Act which contains no

requirement that collective agreements contain either no-strike or arbitration clauses. These must be negotiated by the parties. What's more, the statutory duty to bargain is, under the U.S. Act, an ongoing obligation that extends into the term of the contract with respect to matters not covered by the agreement.

Arbitrators are merely servants of the collective agreement

Although not required to do so by law, the great majority of agreements in the U.S. do contain no-strike and arbitration clauses.

The OFL study, by James Hayes, a law student, contends that where management must negotiate for a no-strike commitment from labour "there is considerably more incentive for management to submit industrial questions to the collective bargaining process."

The OFL study concludes that the best contribution that could be made to the search for more effective collective bargaining and reduction of industrial conflict would seem to be "the outright removal of the no-strike and compulsory arbitration clauses from labour relations statutes."

The question of arbitrators' objectivity is raised by Chris Trower in his conclusion to *Justice Denied*. He writes that the study suggests that winning a case depends more on the bias of the arbitrator than on the merits of the case.

But Arthurs contends that the arbitrators he knows are not biased, "nor would they long survive as arbitrators if they were."

He admits that over a career of hearing discipline cases an arbitrator

develops certain "attitudes and propensities, but that's true in any form of adjudication," he says.

"It is true that some judges are tough in sentencing while others have a different philosophy. Some have a very strong view on divorce; others have not. I suspect that within the arbitration profession the range is very narrow because your living depends on your acceptability."

At the McGill conference on arbitration, much of the blame for defects in the system was placed on the parties themselves.

Lawrence Schultz, director of arbitration for the U.S. government, stated his opinion bluntly: "It is the parties and practitioners that are on trial, not the system."

And Stanley Hartt, a Montreal arbitrator, emphasized that arbitrators are merely servants of the collective agreement negotiated by the parties.

He said also the parties' tendency "to rely on technicalities" damages the system, and he recommended that this "winning" approach be avoided: "If you are afraid of the merits of the case, then you should not be fighting the objections. Winning is not the name of the game."

Marc Boulard of the Office and Professional Employees International Union, like most other union representatives, said arbitration favours management because "unions are not organized to be as technical as the employers are."

One of the staunchest defenders of the present system is J.F. Weatherill, a Toronto lawyer and full-time arbitrator.

"The development by the parties themselves under the general requirement of law, of what has

become a fairly sophisticated system of private adjudication, has been a major achievement," he writes in *Facts and Trends in Labour Relations*, a series of analyses and reports to industry published by the Canada Labour Views Company, Toronto.

"This system of industrial justice is, to a very large degree, within the control of the parties, and most of the defects of the system can be dealt with by the parties themselves," he adds.

Weatherill makes the point that arbitration must be distinguished from the grievance procedure itself: "The bulk of grievances are disposed of quickly and inexpensively. Arbitration exists for hard cases."

Nobody knows what proportion of grievances go to arbitration in Canada. Arthurs says he would be surprised if it were as high as 2 per cent.

Weatherill, like Arthurs, is opposed to establishing labour courts. Like Arthurs, he favours more experimentation with different techniques of arbitration.

The Canadian system works, he says, "but clearly an effort is required to make it work better, and it would be sad to see that effort wasted on ill-considered schemes not suited to the Canadian industrial relations framework and tradition."

To Weatherill, the key to the success of the process is the relationship of the parties: "It is important that they understand one another, and develop a tradition of fair and reasonable dealing.

"Improvement of the system is not likely to be brought about by the waving of a legislative magic wand but rather by the thoughtful work of the parties themselves."

Grievance Arbitration —Alive and Well

by Harold J. Clawson

The grievance or rights arbitration system in Ontario is being subjected to a concentrated and concerted attack. Certain theoreticians, and spokesmen for the Ontario Federation of Labour and the Metropolitan Toronto Labour Council, lose no opportunity to publicize what they consider to be defects in the arbitration system and then to indulge in extravagant statements such as, "it is failing disastrously... it is on the verge of breaking down."

Unfortunately, they don't take into account the basic soundness of the institution, but demand that it be destroyed or at least so emasculated that it cannot serve its original purposes.

Rights arbitration, as the term implies, involves the adjudication of certain rights established by a collective agreement. It is concerned with allegations that the agreement has

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been violated or misinterpreted and is thus clearly a judicial proceeding. Moreover, the essence of the process is that it is a private proceeding between the two parties to the agreement, who may establish such rules and procedures that they can mutually agree upon. (Of course, the law in most provinces requires the parties to establish such a procedure in their agreements.)

Arbitration of interests, however, involves a determination of the rights that are to be included in any agreement. It is thus not a judicial process, but a legislative process—even though it is binding.

Grievance arbitration as we know it today was made compulsory in Canada in 1944, through a federal Order in Council (P.C. 1003). After the Second World War, all provinces except Saskatchewan and Quebec adopted similar provisions.

P.C. 1003, and succeeding provincial legislation, was designed to bring about greater reason and stability in collective bargaining. It prohibited recognition strikes, as well as strikes during the agreement, or administrative strikes. While it permitted negotiation strikes over interest issues, it regulated the timing of such strikes pending conciliation and mediation.

Some academics and union people apparently consider that the prohibition of recognition strikes and strikes over grievances during the term of agreement was a drastic and unfair curtailment of pre-existing rights. Nothing could be further from the truth.

Prior to 1944, even if a union's members comprised a majority of employees in a unit, it often could not obtain recognition from some intransigent employers. True, the employees could strike to force recognition, but this was expensive, and often ineffective, if the employer's bargaining position was strong. On the other hand, if a union's bargaining position was strong, it could force recognition even though few, if any, of its members were employees. The principle, established by P.C. 1003, that evidence of majority employee support for a union—determined by the Labour Relations Board—required compulsory bargaining by the employer was therefore not a hardship, but a great boon to unions. And they, in fact, regarded it as a victory—a conclusion that subsequent union growth substantiated. Employers, however, regarded it as an unwarranted intrusion on their rights.

A similar situation prevailed regarding arbitration of grievances. No matter how justified the grievances was, the union was powerless to find a remedy for the employee without resorting to a costly strike—the success of which depended again on the relative bargaining strengths of the parties. If the union was weak, justice could not be done; if the union was strong, it could enforce even unfounded grievances.

This is a far cry from some of today's complaints about the "strait jacket" imposed on union rights by the prohibition of strikes during the term of the agreement, and from some of the demands that we should revert to the law of might and coercion for the settlement of grievances. Unions relinquished the right to strike as a quid pro quo for an orderly and cheap method of enforcing employee rights under the agreement—and not vice versa.

It was the employers who then complained about the intrusion of third parties on their management rights.

It seems hardly appropriate that unions should complain about expenditures on arbitration

Nevertheless, management accepted this, and for many years the arbitration system worked well and has been generally acceptable to both management and labour.

Experienced, practising unionists generally are satisfied that arbitration of grievances is meeting its objectives. It is mainly some of the theoreticians and politicians both in and out of, and on the fringes of organized labour, who are responsible for much of the criticism.

Before dealing with this criticism, a few more words might be said about developments over the past 30 years. Judges, and especially county court judges, for 25 of those years, did most of the arbitration work as chairmen. To them must go appreciation from both management, labour and governments for their role in building a jurisprudential and procedural framework that has made such a large contribution toward greater equity and stability in labour-management relations. They did much to develop grievance arbitration as essentially a judicial process, while at the same time avoiding the formalities and rigidities of the courts.

For a variety of reasons, most of them unfounded, various levels of government attempted from time to time to exclude judges from this important function. Finally, about five years ago, federally appointed judges ceased functioning as arbitrators. On the whole, despite some misgivings about the possible decline of the quality of arbitration services, most of the lawyers and academics who entered the field carried on the high standards established by the judges.

Without being strictly bound by *stare decisis*, a fairly consistent set of principles continued to develop.

Because grievance arbitration is essentially a private proceeding, it is obviously important that the arbitrator adhere strictly to the terms of the agreement negotiated by the parties and not undertake to "play God" by telling the parties what should be in the agreement. On the whole, most arbitrators have resisted the temptation to do this.

Nevertheless, there have been some who have attempted to inject a new component into the process—somewhat vaguely called the "climate of collective bargaining." According to this theory, which fortunately has not received general acceptance, the arbitrator has a right—even a duty—to resolve grievances by some subjective concept of "justice" and "equity"—the "problem solving approach." If a remedy for the grievance cannot be found in the collective agreement, the arbitrator can reach out and invent one, even if it means ignoring a specific provision or adding to or amending the agreement.

If this school of thought had prevailed, it would have made a shambles, not only of the grievance arbitration process, but of the whole process of collective bargaining. It is ironic that some of those who espoused this theory did not see the inconsistency between such a position and their often expressed faith in the virtues of free collective bargaining. In my view, it is important that both labour and management be constantly vigilant on this point. Grievance arbitrators are there to interpret the agreement mutually agreed to by the parties and should not substitute their judgment for the judgments of the parties as to what should be contained in the agreement—in short, they should not set themselves up as legislators.

Most of the criticisms of grievance arbitration emanate from spokesmen

for labour. This does not mean management is entirely satisfied with the arbitration process. Although, on the whole, the judicial concept of arbitration has prevailed, management is still concerned about the propensity of some arbitrators to add to or amend the agreement—in the guise of interpreting it.

Management is also concerned about the tendency of some arbitrators to substitute their judgments for those of management in discretion cases, even where there is no evidence of arbitrariness. Management considers that some arbitrators are unduly lenient in dealing with discharge cases. Granted that discharge is a form of "industrial capital punishment" that must be applied with great care, arbitrators should exercise their powers of reinstatement sparingly, and with due regard for the necessity of reasonable order and discipline at the work place. It is to be noted that the power of reinstatement is, in effect, specific performance of a contract for personal service—a jurisdiction that even the courts do not possess.

It is within the power of the parties, if they are concerned about delay, to do something about it contractually

It is said that there are undue delays in arbitration and that most grievances take six to nine months to process. No one would defend undue delay in any judicial process, including arbitration. Nevertheless, such delays are also common in the courts, and everyone concerned is trying to speed up the process. In arbitration, there are many reasons for the delays. First of all, it is necessary to co-ordinate timing of the hearing among chairman, union and management representatives on a three-man board, and the principals (union, employee, company, and their counsel, if any.)

Second, the parties usually try to agree on a chairman—and the experienced and mutually acceptable ones are often booked several months ahead.

But it does not follow that delay results in injustice or hardship to the grievor. Most grievances are questions of interpretation, often involving only nominal amounts of money (for example, overtime pay, statutory holidays or vacation pay) and delay doesn't necessarily hurt the grievor. In other cases, such as discharges (about 22 per cent of cases) it is true that the grievor may be temporarily without income, but there are ways of compensating for this (unemployment insurance, union loans, and so on.) If the employee is reinstated, the arbitrator normally awards back pay. Certainly, the employer has just as big a stake in an expeditious hearing as the employee, because he may find himself saddled with a retroactive pay award without having received any service from the employee.

It might help to remind arbitrators from time to time of the importance of expeditious disposal. Many delays are caused by tardiness in preparing dissenting opinions. Even if the practice of publishing dissents is to continue (about which one must have serious reservations,) there is no reason why the issuance of the majority award should be delayed.

It should be noted that it is within the power of the parties, if they are concerned about delay, to do something about it contractually. Some managements and unions have agreed on a form of expeditious arbitration for some of the simple cases, involving permanent panels of arbitrators who are on a retainer and who make themselves readily available. Procedure is streamlined and oral evidence is kept to a minimum. The arbitrator is empowered to issue immediate awards, without reasons.

It is sometimes suggested that

increasing the number of arbitrators would help to solve the delay problem. It might, but probably not adequately. Both parties—management and labour—are inclined to select their arbitrators from among the more experienced ones. The Arbitration Commission, however, is very anxious to increase the number of approved arbitrators (it is to be noted that the parties are not confined to the approved list.) On the other hand, the Commission also has a responsibility to ensure high standards for arbitrators. Technical training and competence, good judgment and mutual acceptability, (i.e. objectivity and absence of obvious or latent bias) are a "must". The fact that a person has a degree in law and has a yearning to play a judicial role does not necessarily make him an acceptable arbitrator.

Many of the issues in grievance arbitration involve amounts of money and matters of principle, which are above the jurisdiction possessed by the lower courts. The arbitration process would be discredited if there were any undue relaxation of standards for arbitrators—and this would be worse than delays.

One of the problems is that an arbitrator's decision is not subject to review or appeal except in a very restricted way through a rather cumbersome procedure. If an expeditious procedure for review of awards on somewhat broader grounds were made available, it is possible that standards for arbitrators of first instance could be modified. Both the federal and Ontario governments now provide such limited judicial review for other quasi-judicial tribunals.

Another proposal, which has been somewhat gingerly tendered, is that there be a permanent tribunal—a form of labour court—comprising, say, nine persons, to whom grievance arbitrations would be submitted. It is doubtful whether this would reduce delays—800 to 1,000 cases are

arbitrated each year in Ontario. If such courts were available, without cost, to the parties they would obviously be swamped with cases.

Another somewhat dubious proposal, namely that the Ontario Labour Relations Board should act as an arbitration tribunal, has not been given mature consideration, because there is no affinity whatsoever between the normal jurisdiction of the Labour Relations Board and the arbitration of grievances. Its normal jurisdiction deals almost entirely with representation and recognition questions, and involves mainly statutory interpretation. It appears that there are only two places where this ambivalent jurisdiction has been attempted, on a limited basis—the State of Connecticut, and just recently, British Columbia. If such services were also to be without cost to the parties, then, again, the system would be swamped.

But the main objection to any form of permanent tribunal is that it would convert what are private, mutual-consent proceedings, which can be tailored to meet the specific needs of the parties, into another government bureaucracy. It is doubtful that either management or labour want that. No evidence has been adduced that the few shortcomings in our present grievance arbitration system would justify such a radical change.

A favourite union criticism of arbitration is that it is too costly. Unions complain that the \$500 to \$700 per-day fee (their figures are somewhat high) charged by arbitrators and arbitration chairmen is exorbitant. (They fail to state that half of this is paid by the employer. Furthermore, I wonder how they would react to a proposal that the loser pay all?) In any event, I venture to suggest that arbitrators' fees during the past 10 years have not gone up as much as hourly wages. It is significant also that the professional arbitrators—those who do it on a full-time basis, and who

charge the highest fees—are the arbitrators in greatest demand by the parties, including labour.

A bureaucratic government-dominated grievance-arbitration system would not be justified

But the most frequent, and least tenable, complaint by unions is their contention that many small locals cannot afford to pay arbitrators' fees and thus are deterred from seeking remedies for employee grievances.

Analysis of the 808 Ontario arbitration awards filed with the Commission in 1973 shows that 100 unions were involved. Two of these, the UAW and the USW, accounted for 37 per cent of the cases. Adding two other large unions, CUPE and the Teamsters, we find that the four were involved in 51 per cent of the cases. Fifteen unions (all with 10 or more cases) accounted for 77 per cent of the cases.

It is well known that international and national unions, both in terms of revenue and assets, now are multimillion-dollar organizations. As a result of compulsory dues arrangements, monthly union dues for most of the larger unions average over \$10 per month—not only per member, but in most cases for each employee in the bargaining unit. Total annual union revenue in Canada runs to nearly \$100 million a year. Their assets are also at the multimillion dollar level and strike funds are equally large.

It seems hardly appropriate that unions should complain about expenditures on arbitration. Because enforcing employees' rights under collective agreements is one of their main functions, if unions had to strike to uphold employee grievances, the inroads on their treasuries would assuredly be considerably greater.

Nor can unions seek refuge in the notion that the union locals are poor. Most agreements are with the international as well as with the local. In any event, it is simply not correct to suggest that they are two separate entities. The financial resources of the international union are derived from per capita remittances by the locals and such resources should surely be available to the members of the local if the local can't afford arbitration.

Consequently, to suggest that the taxpayers should defray the costs of arbitration would be to invite a gigantic "rip-off". Our system of arbitration is basically sound. There are, of course, some problems, but perfection is not a characteristic of any system administered by human beings. Even the authors of the study on arbitration commissioned by the Toronto Labour Council concluded as follows:

"Arbitration is not a speedy process. It can be very time consuming and frustrating. Like any system of dispute settlement, it is far from perfect, but it does work. It does provide a method for settling disputes arising during the course of the collective agreement. It does preserve the 'rule of law' at the work place. This is a factor that should not be ignored when one considers the vices and virtues of the arbitration process."

Grievance arbitrators should not set themselves up as legislators

It is to be hoped that legislators will not bow to demands for any fundamental changes to our grievance arbitration system. To substitute a bureaucratic, government-dominated system for a private system that appears to be working well would not be justified, especially when it is within the power of labour and management, through negotiation, to rectify at least some of the legitimate problem areas.

Ending the Myths About Blind Workers

by Basil Jackson

Have you thought of hiring blind workers in your office or factory but dismissed the idea because:

- You doubted their ability to do the work efficiently and effectively?
- They'd get their hands or clothing caught in plant machinery?
- Your present workers might object?

If your thoughts run along these lines, you're wrong on all counts.

"Many prospective employers have pre-conceived ideas about blindness and have low expectations of what blind persons can do in the labour force," says Hugh Russel, director of national employment services, Canadian National Institute for the Blind. "In fact, when a blind or partially blind person is trained for a certain job, our experience shows that they do it efficiently and safely.

"The average blind person tends to put a greater effort into his work and tends to be a more loyal employee. There is not likely to be as rapid a turnover with blind workers.

They are glad of the opportunity to show their mettle."

What about objections from present staff? "Several employers report that morale improves in the office or on the factory floor when a blind person works there. The other employees feel

Basil Jackson is employed by **The Financial Post** in Toronto

the boss is a pretty good guy with human feeling for giving a blind person a break, and they count their own blessings," Russel says.

"Another advantage we've heard about is that when a blind person is on staff there is better housekeeping at the workplace. The workers tidy up to make sure the blind person doesn't trip up—you'll find no pallets lying on the factory floor where they shouldn't be, or bits of scrap wood or metal left lying around."

Canada's blind work force in 1973 contributed almost \$7 million to the economy in the form of wages and salaries earned. This is \$770,000 more than in the previous year, and represents the earnings of approximately 2,000 blind persons involved in 28 different types of careers.

Today, blind people work as computer programmers, economists, lawyers, university professors, social workers (they visit people in need), teachers, machine operators (they work drill presses, turret lathes on production runs, brake presses), as sub-assemblers of metal products, electronic equipment, in appliance

manufacturing, and in the automotive supply industry—but not generally on the production lines, which move at a pre-determined pace.

"We also have trained people to work in plating shops, do packaging, perform inspection procedures using ultrasonic test equipment, and in other occupations," Russel says.

Other occupations in which the blind participate include dark-room X-ray processors in hospitals, commercial photography dark-room processors, and transcription typists. Many totally blind and partially blind people with

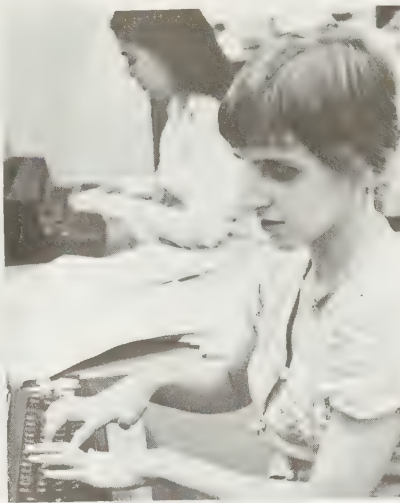
"There are also more than 40 physiotherapists who are blind. They were trained in Britain because we have no such training facilities in Canada yet," Russel says.

The CNIB Industrial Training Workshops have about 550 blind people in training across Canada, with about 125 in Toronto (250 in Ontario). All are unionized, being members of the Service Employees International Union.

"The workshops serve three basic purposes," says Russel, who himself is blind. "They provide occupational work for the blind or the partially blind. They provide training or retraining for people to re-enter the work force, and they give long-term employment for



They work effectively and safely.



those who don't want to go into the competitive labour market."

Is there resistance from potential employers to hiring trained blind people? "We do not meet the resistance today that we used to years ago," Russel says. "There is an increasing recognition of the blind labour force in Canada. We find, too, that if a sighted employee begins to show signs of blindness, he is assisted instead of being pensioned off—most employers contact the CNIB to see if we can help retrain the employee with new skills so that he can remain on staff."

Some large Canadian companies—such as Canadian General Electric, Imperial Oil, Shell Canada, among others—the federal government, and various government agencies, employ blind and partially blind persons after they have been trained.

"We find that blind workers put in a good day's production. There's no horseplay as with some sighted workers," says Reginald Perks, personnel manager of Canadian General Electric, Peterborough, Ont. "We do the actual training at our plant under the guidance of the CNIB. The blind made excellent workers," he says.

What happens if an employer hires a blind person and it doesn't work out? Russel's advice: "If you can't correct the problem, let him go. But contact us. We may be able to retrain the person for other work."

To anticipate problems that might occur, CNIB placement officers follow up blind persons who have been placed in jobs. The CNIB employment department surveys plants and develops new kinds of employment for blind people. New training programs are also set up.

At the University of Manitoba, Winnipeg, for example, blind computer programmers are being trained. They write the programs in Braille on cards, which are sequentially numbered for a flow chart. They either type up the charts or keypunch the program, or put it on tape.

"The blind can work out the logic for the program because the basic job is a mental operation. Once the program has been debugged, there is nothing to prevent an intelligent blind person from doing the programming," Russel says. "And the computer readout can be printed in Braille if necessary."

Blind persons recently produced a Braille version of the new Income Tax

Act for the use of blind government lawyers. It filled 19 volumes.

In another development at CNIB, an electronic instrument called the Optacon has been introduced. It transfers the printed page to tactile lettering, enabling blind persons to read printed characters directly, not through Braille. In 1973, four CNIB instructors took a special course that qualified them to teach the blind to use the Optacon, and several students have completed the program.

Of Canada's 29,000 blind, 2,800 are working—2,000 of them assisted by the CNIB. Sixty-five per cent of blind Canadians are over 65 years of age.

How should sighted workers treat a blind person working alongside them?

Treat him as a normal person, don't be patronizing, but do:

- Tell him your name so that he will recognize your voice. Make a brief comment if you're leaving your desk or bench—otherwise he may think you're still there and speak.
- Make the blind worker aware of the fact that you are available to help him if he needs help. But let him initiate a request for help, rather than you volunteering.
- If you work in a large office or workshop where there are many aisles you might offer your arm (don't take his) to guide him to his workplace.
- Ensure that there is nothing lying around that might cause him to trip.

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forum

Detrimental Nationalism

It has become fashionable these days to brand union leaders as pro-nationalist and anti-nationalist. The trouble with nationalism is that it comes in many forms—Canadian nationalism, Quebec nationalism, the moderate, the radical and the revolutionary type... The tragedy is that those unions that became obsessed with nationalism have lived to regret it.

The CNTU has become most zealous in offering its members Quebec nationalism, separatism, unilingualism, Marxism and countless other isms, but in two years lost 75,000 members who wanted legitimate trade unionism.

A large Canadian union in British Columbia lost 9,000 members who wanted provincial self-determination. Many Canadian unions, including the CLC, face relentless pressures for greater Quebec autonomy.

Any sincere and responsible trade union leader should be concerned about the divisive and harmful effects that excessive nationalism is creating in the labour movement. The average worker gains nothing from it; in fact, he loses much by such futile dissension. Obsession with nationalism has little relevance in today's global society.

Mike Rygus

Canadian Vice-President, International Association of Machinists and Aerospace Workers
In *The Citizen*, Ottawa

"Catch-up" Bargaining

Much of the turmoil in collective bargaining in Canada over the past year can be attributed to the quite predictable efforts of the working population to catch up with inflation.

Although the five principal measures of labour income published in Canada have certain shortcomings when used alone, together they show that labour lost ground to inflation during the latter stages of the economic boom that ended last year.

The erosion in real earnings—that is, earnings adjusted to eliminate the effects of higher prices—the average worker experienced between 1972 and 1974 reflects both an unusually rapid rate of inflation over this period and the normal kind of wage patterns that occur during the latter stages of a business-cycle expansion.

Workers now are seeking to catch up with inflation and to obtain their traditional share of increased economic output, even though the

Canadian economy has now entered the contraction phase of the business cycle.

Although many of the current issues in collective bargaining are thus quite predictable, some of the pressure on wages can be attributed to the fact that labour in Canada is putting more emphasis on comparative bargaining targets—that is, matching the wages earned by other workers—than they have in the past. In particular, public service workers are making a vigorous attempt to achieve a once-and-for-all improvement in their wages in order to catch up with workers in the private sector.

The public service demands are particularly significant now because there has been a substantial increase in the unionization of these workers in recent years and because they will account for 75 per cent of the employees whose contracts expire in 1975.

While there are undoubtedly some workers in this country who are

●FORUM invites readers
to freely express their opinions on
topics of concern to the working population.

Letters must be signed
and length should not exceed 600 words.

underpaid and who deserve a chance to improve their relative wage, any abrupt increase in the relative wages of a large number of workers at this time would be a major new inflationary shock to the Canadian economy.

Thus, to the extent that workers succeed in getting wage increases that are larger than the amounts needed to compensate for changes in prices and in productivity, they will delay the deceleration in inflationary pressures that normally takes place when the economy enters a business contraction especially one as pronounced as that now being experienced in Canada.

Barbara Goldman
and **Judith Maxwell**

Economists with the C.D. Howe
Research Institute, Montreal
In The Financial Post

Bargaining in Bad Faith

Collective bargaining as practised in Canada is an irrational, unrealistic dance composed of absurd, ridiculous posturing and nonsensical, unsupportable positions, designed in no way to convince the opposition of the merits of your case, but simply to outfox him.

More than two years ago, I was a member of a committee advising the Ontario government on whether or not to transplant the adversary system of collective bargaining into the provincial school system. In an unsuccessful attempt to forestall the transplantation, I sought to describe to the government typical management and labour attitudes as they really are behind the scenes but not in either group's public pronouncements.

My reconstruction of a typical union negotiator, talking off the record, went like this:

"No matter how realistic we are, the management will cut our proposal in half. So the thing we have learned to do is to get the membership sold on a really high figure and go to the table with their authority to call a strike. Then we sit there and call on management to make its offers. If they offer enough, we make a deal and tell the members that is all we can get. If management is slow to move, or doesn't move far enough, we take their last offer to the members and ask them to turn it down. This usually brings another offer, and, of course every time this happens, our members know management would have cheated them if it hadn't been for the union."

The stance assumed by a typical management was reflected this way:

"Collective bargaining is akin to eastern bazaar haggling. The union comes in with a flock of blue-sky demands, and we put up our best front that no change is called for. We reject accusations that we are offering nothing in return by saying, 'we are prepared to continue the existing high level of benefits,' knowing all the time that we have to do something to keep competitive in the labour market. Later, when we think we know what the union will settle at, we make an offer to get them moving. We always gauge our 'final' offer to leave something for the union committee to demand as a price for their commitment to recommend settlement. On the other hand, if we think the mood is for strike regardless, we leave something out of our 'final' pre-strike offer to settle the strike."

Little wonder people are saying there must be a better way!

Lloyd Hemsworth

President, Innovative Management
Relations Ltd.
In The Toronto Star

Call for Restraints

"...I don't think there is much real point in ranting against organized labour as being responsible for the inflationary predicament. In the first place, we in the industrial community cannot expect labour, the work force, to bear the burden in fighting inflation by taking wage increases less than the rate of inflation or the rate at which their money is deteriorating...

Organized labour has been and is exploiting the advantages that have come to hand to win maximum possible gains for its constituents. That is, after all, what its mission in life is all about. The unfortunate part of what I call the collapse of the collective bargaining process is that the body and custom of law and social structure that has evolved in Canada in the last 25 years has left the unions with enormous power and put them in a position where they are able to force these very large settlements from managements who do not have the power to restrain them and from governments who haven't got the political incentive to fight them.

"This situation in time will change—it will change when the voters become sick of it and make known to their elected representatives,...that it must change.

"Only when politicians realize that the majority of the voting people of Canada are fed up with this inflation, fed up with being held to ransom by small groups of grain handlers, or air traffic controllers, or postmen who are able to dislocate the lives of millions of people, and cause great economic injury and hardship to achieve their own selfish ends, will democracy eventually prevail and this nonsense will stop. How soon is up to the voters of this country. We must not expect the politicians to do anything until we let them know we want it done.

"Meanwhile the federal government is talking about the possibility of voluntary restraint. While we haven't heard a great deal about this other than a few short meetings and discussions of a desultory sort...I am sure that the business community will wholeheartedly co-operate with other sectors of the economy in any reasonable approach to a voluntary restraint program.

"Certainly, if there is agreement on the part of our various levels of government to modify their wildly inflationary spending and monetary practices, and on the other hand, an agreement on the part of labour to modify its wage demands, then certainly the business community will be happy to co-operate in any attempts to bring some stability to the economic system."

Walter R. Lawson

In a speech to the British Columbia Division of the Canadian Manufacturers' Association

No 'Profit' in Business

Businessmen owe it to themselves and owe it to society to hammer home that there is no such thing as 'profit'.

There are only 'costs': costs of doing business and costs of staying in business; costs of labour and raw materials, and costs of capital; costs of today's jobs and costs of tomorrow's job and tomorrow's pensions.

There is no conflict between 'profit' and 'social responsibility'. To earn enough to cover the genuine costs which only the so-called 'profit' can cover, is economic and social responsibility—indeed it is the specific social and economic responsibility of

business. It is not the business that earns a profit adequate to its genuine costs of capital, to the risk of tomorrow and to the needs of tomorrow's worker and pensioner, that 'rips off' society. It is the business that fails to do so.

Peter F. Drucker

Author and Professor
Claremont Graduate School
Claremont, California
In *The Wall Street Journal*

Scapegoat Economics

A lot of people who think they know something about economics—or talk as if they do—never get beyond the scapegoat method of analysis.

They pick out someone or something that is supposed to be responsible for all our economic ills. Then, by a careful selection of statistics, the greedy union, multinational companies, the Arabs, the banks, the government, or any other chosen scapegoat can be shown to be guilty...

Last year, in Canada, a favourite target was business. The prime minister fulminated in the House of Commons about "gougers and profiteers" and his line seemed confirmed by daily reports of astonishing increases in corporate profits.

Probably few Canadians stopped to think that the headlines reported short-term fluctuations in profits rather than the longer-term trend, and that the numbers being quoted contained a great deal of inflationary hot air.

But now profits are on the decline and the fickle finger of fate has switched around to point at labour. This year's headlines have been about strikes and high-percentage wage claims and wage settlements.

Curiously enough, some of last year's scapegoats have become scapegoat pickers. Corporate executives, who tried in vain last year to explain that their profits weren't nearly as rich as they seemed, have trooped out to make after-dinner speeches warning the nation that wage settlements at 17 per cent are a dire threat to our economic underpinnings.

It is true of course, that wage settlements in bargaining units of 500 employees or more were running at 17.4 per cent above base wage rates in the last quarter of 1974.

But for anyone to use the figures to prove that labour is getting more than its share of the national economic pie is just as misleading as it was last year to cite a few of the more hair-raising profit changes on a quarter-by-quarter basis as proof of profiteering.

In the first place, the "wage settlements" cited above for the last three months of 1974 affected only a tiny minority—about 3 per cent—of Canadian workers...

Second, the figures are somewhat suspect, especially when used to compare wage gains here and in the United States where wage settlement statistics are compiled on a different basis.

Third, the bare statistic gives no indication how much of the increase is simply a catch-up for ground lost by the workers during past inflation. Nor does it give a longer perspective on the shifting share of the national income going to labour, profits, farmers, and so on. It is subject...to precisely the same criticism as citations of short-term profit increases as evidence of gouging.

The economic review issued...by Finance Minister John Turner's department gives a better perspective.

In 1974...labour income was 54.5 per cent of the gross national product...the smallest proportion since 1948. And corporate profits were 13.1 per cent, the largest proportion since 1951.

In the final three months of the year, labour income gained somewhat, to 55.7 per cent of the GNP and corporate profits dropped to 12.3 per cent. But this was still a relatively low share for labour, in historical terms, and a relatively high share for profits.

...The share of the national income going to profits tends to rise in good times. Labour gains lag behind and tend to rise in recessions.

This may be one of the chief mechanisms for getting us out of recessions, since the renewed demand for care, houses and other goods must come, ultimately, from wages and salaries.

If this is so, then it was bad news, not good news, when Statistics Canada told us...that total labour income had dropped again in February after a decline in January.

Divided among the number of people employed, the February labour income gave each of them 10.6 per cent more pay than a year earlier. But consumer prices jumped by 12 per cent in that same 12 months so the average Canadian wage and salary earner fell behind.

Instead of worrying about wage inflation, we should be worrying that the average worker is getting too little since he is a major factor in getting our stalled economy moving again.

Don McGillivray

*Financial Times News Service
In The Citizen, Ottawa*

Key is Efficiency

If at all possible, non-economic factors, intellectual and spiritual, must be vital ingredients in any economic decision. We need to be able to say how a certain decision, such as...curbing installment buying, or high tariffs on oil imports, will affect our work force. Would these moves strengthen worker satisfaction or increase general discontent? We need an "input-output" model that is sensitive to human contentment.

Plans of government thus must be considered in relation to their impact on work. The massive forty-year campaign to reduce inequality in the distribution of wealth and incomes is a good case in point. Most of us accept the theme that we should help others. Nevertheless, if a tax measure penalizes many more people than it helps, where does equity lie? There is a cost for government "welfare" programs, in further government intrusion in our lives and in heavier tax loads.

It is ever more apparent that knowledge produces productivity and potential contentment...Capital flows in response to greater opportunities

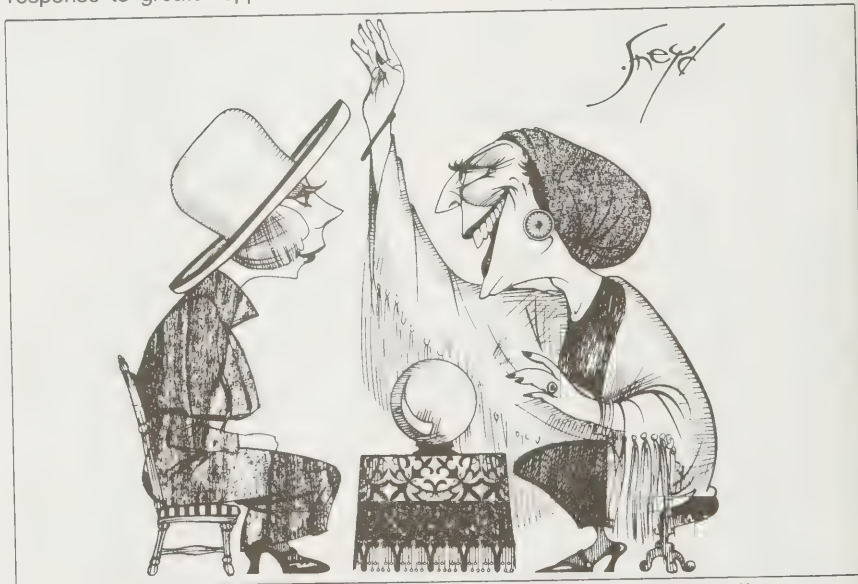
created by the greater productivity of new knowledge. Economic folklore still assumes by and large that labour somehow becomes more productive by working harder. Actually, all economic advances in the last hundred years have meant shorter working hours and less physical labour. We have been able to pay much more for labour, even the most unskilled kind, because knowledge has made the entire economy so much more productive.

Here is the matter that we should be studying: ways to make the working force more productive, not by working harder, but by working more efficiently. Capitalism is unrivalled in its ability to channel funds to the most efficient parts of the economy, eventually for greatest worker satisfaction.

Then, where a job becomes more interesting because it will involve more skills, there is a better chance of attracting the truly dedicated to the jobs. In this way if less emphasis were placed on getting the most out of an employer or employee, greater mutual benefits could be anticipated.

Bruce Whitestone

In The Spectator, Hamilton



"You will meet a tall, dark, handsome, unemployed man."



Books

The Practice of Industrial Relations

by **David A. Peach** and **David Kuechle**, McGraw-Hill Ryerson Limited, Toronto, 1975, 358 pp.

by **Roy LaBerge**

Written by two faculty members of the School of Business Administration at the University of Western Ontario, this book, as the title suggests, attempts to describe current industrial relations practices in Canada and the United States. It is written for both managers and students of management.

The book includes a capsule history of Canadian labour relations as well as an over-view of labour legislation. There are chapters on union organization, negotiation, mediation, contract administration, arbitration and government employee unionism. Detailed case studies are presented in several chapters, with the contract administration chapter including cases

on hours of work, job assignment, production standards and incentives, and seniority. A concluding chapter, on building an industrial relations system, discusses the advisability and possibility of improving productivity through participative management.

Although the text includes several good chapters and a great deal of useful information, it may be criticized for a somewhat naive approach to its subject, particularly in its treatment of labour history. At times, the authors rise above academic naivete with observations such as this: "It is necessary to understand that most politicians do not understand labour relations." But they occasionally lapse into generalizations like this observation on the effects of the founding of the Canadian Labour Congress in 1956: "The union movement had been a force of conservatism on the continent."

One can guess the reaction to such an observation of anyone who had participated in the 1957 strike by the

United Steelworkers of America at Murdochville, Québec, or the 1959 strike by the International Woodworkers of America in Newfoundland or, for that matter, the founding convention of the New Democratic Party. It might be this observation: "It is also necessary to understand that some academics do not always understand labour relations."

Another area for criticism is the style of writing: the succession of simple sentences that so often appear in the notes professors use from which to dictate their lectures to students.

Despite its limitations, this text on the practice of industrial relations is a useful addition to Canadian writing on the subject. Supported by balanced historical material, it can meet its stated objectives: providing students of management with a learning vehicle for understanding industrial relations practices, and providing managers with an "informative, documentary and practical" reference manual.

Labour Legislation in 1974

Part V—Industrial Safety and Health

by Michel Gauvin

During the past year, changes were made in the occupational safety legislation of the federal jurisdiction and of most provinces. The Northwest Territories also issued a new Safety Ordinance, which applies to any work, undertaking or business carried on in the Territories.

New NWT Ordinance

A new Ordinance respecting the safety of workers was issued in the Northwest Territories and came into force on April 1, 1975. The main content of this Safety Ordinance is similar in many ways to Part IV (Safety of Employees) of the Canada Labour Code. Some changes were made, however, to adapt the legislation to the Northwest Territories situation.

The Commissioner is to appoint a Chief Safety Officer, who will have general supervision and direction of all safety officers in carrying out and enforcing the provisions of the Ordinance and the regulations.

The Commissioner will have the power to undertake research or inquiries into the cause of accidents and the means of prevention. He will also develop and promote safety education programs as he considers it appropriate.

Michel Gauvin is a member of the Analysis and Evaluation Division of the Legislative Research Branch

The powers and duties of safety officers are outlined in the Ordinance and are generally similar to what is found in Part IV of the Canada Labour Code.

A safety officer may give directions in writing for the carrying-out of anything regulated, controlled or required by the Ordinance or the regulations and he may require that his directions be carried out within such time as he specifies.

In case of imminent danger to the safety or health of workers, the safety officer is to notify the employer or person in charge of the establishment of the danger and give directions in writing to the employer or person in charge directing him, within such period of time as he specifies, to take measures for alleviating or reducing the danger and to protect any person from it. When the safety officer considers that this cannot be done immediately, he may direct that the place, matter or thing must not be used until his directions are complied with.

Where any person is aggrieved by a direction or decision of a safety officer, he may, within 30 days from the date the direction or decision is made, appeal to the Chief Safety Officer, who will render his decision 30 days after receiving the appeal. If the appellant is dissatisfied with any direction or decision of the Chief Safety Officer, he may, within 10 days after having received a copy of the decision, appeal to a judge by notice of appeal filed with the "Clerk of the Court".

An appeal to the Chief Safety Officer or to a judge does not operate as a stay of any direction or decision given by a safety officer or the Chief Safety Officer not to use a place, matter or thing.

Provisions dealing with enforcement are included in the Ordinance. Penalties exist not only for an employer but also for a person in charge of an establishment who is guilty of an offence.

Factories

Regulations concerning female factory employees made under the British Columbia Factories Act have been repealed. Women are no longer prohibited from lifting more than 35 pounds or from doing any type of overhead lifting or stacking.

B.C. also issued Occupational Environment Regulations under the Factories Act, 1966. Part I of the Regulations applies to factories, shops and offices as defined in the Act.

Before commencing the erection or alteration of any building intended to be used as a factory, the owner or his agent must submit plans and specifications to an Inspector for approval. This requirement applies to offices and stores when an Inspector so directs. Exemptions can be made by the Inspector General.

Where in any industrial establishment any form of ionizing radiation is used, of 70 degrees Fahrenheit must be maintained in offices and shops and of 65 degrees in factories.

In factories, an Inspector is the judge of the effectiveness of every local exhaust ventilation system. Exhaust systems handling atmospheric contaminants and discharging to the outer air must be provided with suitable air-cleaning devices unless otherwise approved by an Inspector.

The discharge from an exhaust system must be such that no air contamination will enter any window, door or other opening in quantities sufficient to create a health hazard or a nuisance.

Part II of the Occupational Environment Regulations incorporates Regulations Respecting Certain Elevating Devices that came into effect January 1, 1967. Certain additions were made to the old regulations, however.

An operator of a workmen's hoist is required to be selected by the union having jurisdiction over such hoist operators and the union must provide the Chief Inspector with a recommendation in writing signifying his qualifications.

The hoist operator must report to the contractor immediately any apparent

the employer has to provide for special means of construction or appliances as an Inspector may direct.

Proper illumination must be provided and maintained in every part used by employees. Plans and specifications for new lighting systems must be submitted to an Inspector for approval. The Inspector may prescribe in writing a standard in respect to both the level and quality of illumination and for emergency lighting, standby and exterior lighting.

The Regulations include tables setting out the minimum level of illumination to be maintained in working areas of factories, offices and shops according to tasks involving different sight levels. Other tables deal with the brightness ratios and the limits of reflective values in working areas of factories and offices.

The Regulations ensure that workers are not exposed to concentrations of atmospheric contaminants. The American Conference of Governmental Hygienists' threshold limit values are to be used as a guide in appraising acceptable standards. An Inspector will, where necessary, specify other concentrations of contaminants that may affect the health or comfort of workers.

The presence of any substance that can endanger the health of a worker must be indicated clearly in the working area. The percentage of such ingredient has to be provided when requested by the Inspector.

Specifications and drawings of installation or extension of any exhaust, heating, ventilation and air-conditioning systems must be submitted to an Inspector for approval. Regulations specify that outside air must be provided for factories, offices and shops unless an Inspector directs otherwise. No method of ventilation is to be employed when it results in the escape into the air of any fume that can affect the workers. A temperature

defect of the equipment or its operation. If the report is not acted upon within 24 hours, the Chief Inspector must be notified.

First Aid

New first-aid regulations have been passed in Alberta, British Columbia and Québec.

Alberta

In Alberta, the First-Aid Regulations effective March 1, 1974 give a prevention officer the authority to issue an order requiring the employer or supervisor to make such changes, improvements or additions as may be necessary to bring the standard of first-aid supplies and services up to that required by the Regulations.

Where there are more than five workers actively employed at one time at a place of employment and the workers are engaged in any hazardous industries as listed in the Regulations, it is mandatory that at least one worker on every shift have first-aid qualifications acceptable to the Board and that stretcher, blankets and splints be provided. The same applies to industries, other than those designated as hazardous in the Regulations, where there are more than twenty-five workers actively employed at one time at a place of employment, more than five transportation miles from a physician or hospital.

From March 1, 1974 to March 1, 1975 where there are one hundred or more workers actively employed at one time at a place of employment, a first-aider having at least current qualifications in standard first aid must be placed in charge of the first-aid work. After March 1, 1975 the first-aid attendant-in-charge must have qualifications in

advanced first aid. Where there are two hundred or more workers actively employed at a place of employment, a nurse must be placed in charge of the first-aid work.

British Columbia

In British Columbia, regulations were prepared after consultation with a Workmen's Compensation Board Labour-Management Committee and after four public hearings. They came into force on June 1, 1974, except for the provisions relating to the Survival Aid Certificate, which will become effective on a date to be announced.

Industries are ranked in three categories according to probable risk of injuries. The requirements for first-aid equipment, supplies and services are related to the criteria of the number of workers exposed to risk and the accessibility of hospitals.

In general, there has been a reduction in the number of workmen per shift that requires the employer to supply a first-aid room and a first-aid attendant. According to the nature and location of the operation or to the distance from a hospital or equivalent fixed facilities, the Board may order that the number of workers be considered as the greatest number on any one shift or the total number on all shifts.

Any conveyance used by workmen under the control of the employer must now be equipped with a first-aid kit, the size of which is determined by the vehicle seating capacity. Regulations rule that when an employer whose industry is listed in the high risk class has workmen carrying on work activities more than 20 minutes surface travelling time from the main first-aid facilities required, for each group of five or more workmen there must be one workman who holds a Survival First-Aid Certificate. When the number of

workmen is 36 or more, an emergency transportation vehicle must be provided.

Québec

Because of changes in medication and in order to meet new first-aid requirements, Québec issued a new First Aid Services Regulation effective January 26, 1974.

The employer whose industry comes under the Workmen's Compensation Act must maintain first-aid facilities for his employees not only in the place of employment but also in transportation vehicles and at other work locations. There has to be a quarterly verification of first-aid kits and their contents. The quantities of any item specified in the regulation for each first-aid kit may be increased according to the needs.

The regulation provides also for additional first-aid standards for construction, forest industry and transportation.

Protective Equipment

Canada Protective Clothing and Equipment Regulations have been amended. A new section entitled "Life Saving and Rescue Equipment" has been added.

Where an employee performs any kind of work in which there is a risk that he may fall into the water, drown, or require assistance, the employer must ensure that life saving and rescue equipment is provided in a quantity and of a type and quality approved by the Chief of the Accident Prevention Division of the Canada Department of Labour. Such life saving and rescue equipment must be maintained and kept at all times at locations designated by the Division Chief. This

regulation became effective on January 15, 1974.

Electrical Installations

Federal Electrical Safety Regulations have been issued, under the Canada Labour Code. They apply to any employment in connection with any federal work, undertaking or business and to any corporation established to perform any function or duty on behalf of the Government of Canada.

The Canada Electrical Safety Regulations outline in detail what has to be done and what cannot be done by employers and employees about plans, design, construction, operation, use, repair and maintenance of an electrical facility.

General precautions are set out and the regulations provide that in some cases (nature of the work, condition or location of the site) it is necessary that the work be observed by a competent person appointed as a safety watcher to warn employees of danger and to ensure that all safety procedures are complied with.

Québec

Because of technical developments in the field of electricity, a new electrical code has been enacted in Québec under the Electricians and Electrical Installations Act. The code, effective May 1, 1974, prescribes the material and electrical accessories and apparatus that may be used in electrical installation work in the province.

Elevators and Lifts

An Act to Amend the Elevators and Lifts Act was passed in Prince Edward

Island. The amendments to the Act provide for the appointment of a Chief Inspector by the Minister of Labour and Manpower Resources. The Chief Inspector is given full authority for the enforcement of the Act.

When an elevating device is found to be unsafe by an inspector, he must give notice in writing to the owner and seal the elevating device. No person except an inspector has the authority to break or tamper with a seal.

The Lieutenant-Governor-in-Council may now make regulations respecting "construction hoists".

Boilers and Pressure Vessels

In Québec, the old regulations being obsolete because of technological changes, a new set of regulations was issued under the Pressure Vessels Act. Effective December 27, 1973, they include provisions concerning inspection, repairs, alteration, repairs on safety devices and welding procedure for pressure vessels. They also deal with construction and inspection of pressure vessels, including general requirements, registration of designs, stamping, pressure gauges, etc.

Coming into force September 10, 1974, Newfoundland's new Boiler and Pressure Vessel Regulations have replaced the Boiler and Pressure Vessel Regulations 1963.

The Boilers and Pressure Vessel Regulations 1974 contain provisions relating to the adoption of certain codes or standards, the issuance of certificate of competency to inspectors and power engineers, the registration of pressure plants and the submission of designs for new boilers, pressure vessels and fittings coming under the Act. The regulations also govern the

inspection and testing of any pressure plant.

Construction

A Construction Safety Code issued in Québec under the Industrial and Commercial Establishments Act came into force on September 1, 1974. This code applies to any work carried out on a construction site. It includes the main content of former regulations governing construction sites, handling and use of explosives, work in the proximity of electrical lines, shoring of concrete formwork, use of explosive-actuated tools and work in compressed air.

Old regulations concerning the safety of persons working in tunnels and open caissons and also regulations related to works performed on underground sites have been revised because of present technological and administrative conditions. In addition, new legislation concerning the safety of persons working on streets, roads and highways has been introduced in the Code.

Alberta

In Alberta the Construction Regulations that had been in existence for one year have been replaced by new Construction Safety Regulations, which came into force January 1, 1975. As in the past, the regulations cover such industries as building, construction, demolition, trenching, pipeline construction, excavating, tunnelling and shaft sinking.

The former regulations were rewritten and the safety requirements are now more detailed. New requirements for some hazards and dangerous equipment or installations also have been brought into the legislation.

Mining

Newfoundland and New Brunswick amended their regulations concerning safety and health in mining operations.

In Newfoundland, regulations were issued under the Mines Act and deal with the safety of underground vehicles. Such vehicles must be equipped with seat belts or restraining harness for the operator and each passenger, and an overhead roll-bar must be installed. Specifications must be provided to the Chief Inspector of Mines for approval before such equipment is installed, altered or used.

Also in Newfoundland, The Mines (Safety of Workmen) (Amendment) Regulations, 1974 provide that no substance can be used in any mine as fuel in or for an internal combustion engine of the compression-ignition type unless it conforms to specifications made by the Canadian Government Specifications Board.

New Brunswick's regulations concerning the operation of mines and quarries under the Mining Act have been revised to increase fire protection underground. The regulations deal also with unused underground workings, which may represent a danger to miners because of the possible accumulation of dangerous gases. In addition the regulations contain new requirements regarding the equipment used in mines.

Inspection Visits

The British Columbia Workmen's Compensation Amendment Act, which was assented to June 20, 1974, provides that employer and worker representatives have the right to accompany officers of the Workers' Compensation Board on all job-site inspection.

The employer appoints the management representative, and where a union is certified it appoints the worker representative. Where there is no union, the worker representative is selected by and from the workers on the Accident Prevention Committee.

Where there is more than one employer or union on a job site, the officer of the Board decides which employer or union will appoint a representative. That decision is made after considering which employer appears to be the prime contractor or to have the most workers on the site or workers with the greatest exposure to hazard and after considering which union appears to have the most members or which has the members with the greatest exposure to hazard.

An employer may object to the selection of a worker representative on the ground that the appointment would hamper production; another worker will then be chosen. But an employer may object to only one selection on that ground. The worker representative continues to be entitled to the wages he would receive if he were at his regular duties.

These provisions apply to inspection visits made on or after September 1, 1974.

Committee on Industrial Health and Safety

On May 11, 1974 an Order in Council was passed in Québec concerning the formation of a committee on Industrial Health and Safety.

Various causes brought about the formation of this committee. The enforcement of laws and regulations was under the jurisdiction of different departments and bodies. Consequently employers, employees, associations, unions and other persons had to consult different bodies in order to be

able to conform to laws and regulations and to take necessary preventive measures. There also was a need to co-ordinate the activities of the departments and bodies whose responsibility it is to see to the enforcement of laws respecting industrial health and safety, as well to the prevention of work accidents and industrial diseases. Finally it became urgent to establish a comprehensive policy respecting health and safety in the province.

The committee is established under the name "Committee on Industrial Health and Safety" and is responsible to the Minister of Labour and Manpower. It is composed of representatives of departments and bodies interested in the prevention of occupational accidents and diseases.

The committee must make a monthly report of its activities, as well as a summary of the situation, to the Minister of Labour and Manpower, and recommend amendments to the present laws and regulations, prevention methods and organization of material and manpower resources. It may make any other recommendation it deems necessary respecting the preparation of a comprehensive policy for the prevention of work accidents and industrial diseases. The committee has the duty also to establish means of co-ordination between the different departments and bodies interested in this field.

Protection Against Noise

Alberta has amended its regulation respecting the protection of workers from the effects of noise. The table showing permissible noise exposures has been replaced. The new table shows a general reduction of 5 DBA(decibels) in the sound level acceptable per level of duration of work. For 8-hours-a-day exposure, the

permissible sound level is now of 85 DBA. This came into force January 1, 1974.

General

Alberta Safety regulations respecting petroleum, lumber, explosives and general safety regulations have been replaced, effective January 1, 1974. Some technical changes have been made and the term workman or workmen has been replaced by worker(s) as in the Workers' Compensation Act.

An Act to amend the Explosives Act was passed by the Senate of Canada, on November 21, 1974, but has not yet been proclaimed in force. The general purpose of these amendments is to provide for greater control over explosives, especially in those areas relating to their purchase, possession and transportation.

In Manitoba, The Power Engineers Act will replace The Operating Engineers and Firemen Act when proclaimed; however, the regulations will continue in force until separately amended or repealed.

An Act to amend The Industrial Safety Act, 1971, of Ontario was assented to December 10, 1974. This Act will come into force on a day to be named by proclamation. The purpose of the Bill is to repeal "The Loggers' Safety Act" and to make The Industrial Safety Act, 1971 applicable to logging.

An Act to provide for an Ontario Building Code is also awaiting proclamation. The Bill provides the statutory authority for the establishment and enforcement of an Ontario Building Code to replace the existing building standards established by municipal by-law and the provincial plumbing code. The enforcement in municipalities will remain with the municipalities.

Fifty Years Ago

"The problem of human relations can be solved only on an ethical basis..." said the manager of the co-operative department of the Studebaker corporation, in a paper read at a meeting of the Society of Industrial Engineers in Cleveland, Ohio. A new labour council was formed in Toronto in which only purely Canadian unions were represented. And Ottawa City Council adopted a rule that every man who was hired for city work must be a British subject...These were among the topics that appeared in the July 1925 issue of *The Labour Gazette*.

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In a paper read at the annual meeting of the Society of Industrial Engineers, in Cleveland, Ohio, Dr. Charles A. Lippincott, manager of the co-operative department of the Studebaker corporation, criticized the "welfare work" carried out in some industries. "Many efforts have been made," he said, "to bring about closer relations between management and men. The problem of human relations can be solved only on an ethical basis; it cannot be solved by any welfare plans that were formerly popular and are still used in some plants. I do not believe in welfare plans; they involve paternalism, and men resent it. They say: 'Give me what is due me, and I will look out for myself.' Men do not want gratuities. At one time managers thought that the more servile their men were the better was their labour situation. We are getting away from that now, and I am opposed to anything that savours of paternalism or gratuity...The big problem today is

the education of men to get them to understand the policy of the Board of Directors. It is dollars and cents for the company to have foremen who are leaders rather than drivers of men. It makes no difference how modern equipment and methods of a plant may be. The whole matter comes back to men. Industry has spent millions in other directions, but has not spent much on solving the problem of handling men intelligently; and until it does, it will not get far in solving the problem of human relations."

Dr. Lippincott said that one result of the announcement by Henry Ford, several years ago, of a minimum wage of five dollars a day—a much higher rate than any other company was paying at that time—was that the labour turnover declined from about 500 per cent to less than 14 per cent a year, so that although he paid a much larger amount in wages per employee, he actually saved money because of the small labour turnover, and because it was not difficult to obtain all the suitable labour required.

Commenting on Dr. Lippincott's remarks, the *Canadian Textile Journal* said: "Dr. Lippincott may be entirely right as regards paternalism and gratuities; but one thing is certain, and that is that it will pay any concern to refuse to tolerate slovenliness in any form, to encourage accuracy and neatness among its workmen, and to make their surroundings as comfortable and clean as circumstances will permit. Don't allow dirt and rubbish to accumulate. Keep

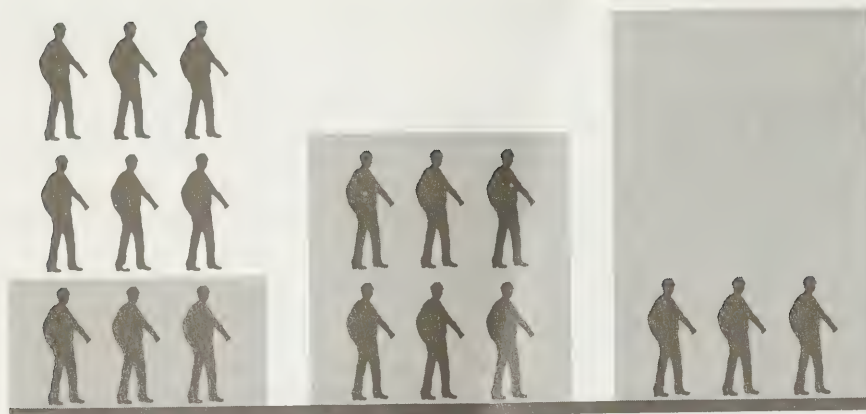
the windows clean. Dirty windows keep out a large amount of light; they offend the eye, and they tend to promote shiftlessness. Above all, try so to arrange things that the men themselves will be desirous of helping to accomplish this. We know this last can be done because we have seen it tried; and the ultimate effect on the men was to make them take pride in their surroundings and pride in their work; they are glad to co-operate in enforcing and observing the company's rules, and the number leaving its employ was a very small percentage of the whole."

• • •

Ottawa City Council, in June 1925, adopted a rule that every man who was hired for city work must be a British subject, either by birth or naturalization. All employees, other than those on the monthly pay list, were required to be married men or householders who supported a household.

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A new labour council was formed in Toronto in June, 1925, in which only purely Canadian unions were represented. The organization meeting was under the auspices of the Canadian Federation of Labour. Among the unions represented in the Council were the Amalgamated Society of Carpenters, the Canadian Electrical Trades Union, the Toronto Transportation Employees and the Piano Action and Key Workers.



PRICES & EMPLOYMENT

Consumer, May

The Consumer Price Index (CPI) for Canada (1961-100) advanced 0.8 per cent to 181.3 in May from 179.8 in April, an increase somewhat greater than in the preceding month but less than half that registered between April and May in 1974. Almost two fifths of the monthly overall advance resulted from higher food prices, which rose by 1.1 per cent; housing accounted for another one quarter of the increase. The index for all items excluding food rose 0.8 per cent—about the same rate of change during the first five months of 1975. Between May 1974 and May 1975, the total CPI advanced 10.1 per cent. Although the 1.1 per cent rise in the food index between April and May was the largest monthly increase since the beginning of the year, it was below the 3.0 per cent increase reported in the same period in 1974.

The main cause of the advance of 0.8 per cent in the index for all items other than food was increased shelter costs for both owned and rented accommodation; higher prices for tobacco products, and for recreational equipment; and increased movie admission charges. Between April and

May, the housing index advanced from 177.8 to 178.8; transportation, 163.7 to 164.2; health and personal care, 185.7 to 188.3; recreation, education and reading, 170.4 to 172.9; and tobacco and alcohol, 158.1 to 161.7. The clothing index was unchanged at 159.6. In terms of relative price change between goods and services, from April to May, goods increased by 0.9 per cent and services by 0.6 per cent. Between May 1974 and May 1975, both goods and services registered price increases of 10.1 per cent.

Employment, May

The seasonally adjusted employment level for May was 9,290,000, an increase of 82,000 from April. For persons 14 to 24 years of age, the level increased by 46,000, and for women 25 years of age and over, by 30,000. For men 25 years old and over, employment increased by 11,000. Full-time employment increased by 51,000 for men and by 23,000 for women. Part-time employment increased by 13,000.

On a provincial basis, employment increased in Ontario by 26,000; in Quebec by 23,000; in British Columbia by 17,000; in Alberta by 6,000; and in Newfoundland by 4,000. In Nova Scotia the level declined by 4,000, while in Manitoba, New Brunswick, Prince Edward Island and Saskatchewan, there was little change. The seasonally adjusted unemployment rate for Canada was 7.1 per cent in May, a decline of 0.1 per cent from April, Statistics Canada reported. In May a year ago it was 4.9 per cent. For persons 14 to 24 years of age, the rate declined 0.4 per cent to 12.5, for men 25 years and over it increased by 0.1 per cent to 5.5, and for women 25 years and over it declined by 0.1 per cent to 4.4.

The unemployment rate increased by 1.9 per cent to 10.2 per cent in Nova Scotia; 1.4 per cent to 12.7 per cent in New Brunswick; 0.2 per cent to 6.3 per cent in Ontario; and 0.2 per cent to 4.9 per cent in Manitoba. The rate declined by 0.4 per cent to 8.6 per cent in Quebec; 0.4 per cent to 3.7 per cent in Alberta; and 0.4 per cent to 7.7 per cent in British Columbia. The rates in Newfoundland, 17.5 per cent, and Saskatchewan, 2.6 per cent, remained unchanged. There was a decrease of 2,000 to 715,000 in the seasonally adjusted unemployment level in May. The unemployment level for men 25 years of age and over increased by 7,000 and the level for persons 14 to 24 years of age declined by 6,000. Short-term unemployment (unemployed for three months or less) declined by 8,000, and long-term unemployment (unemployed for four months or more), increased by 9,000.

The level of unemployment declined in Quebec by 11,000; in British Columbia by 4,000; and in Alberta by 3,000. It increased in Ontario by 12,000; in Nova Scotia by 6,000; and in New Brunswick by 4,000. In Newfoundland, Manitoba and Saskatchewan there was little or no change.



CONCILIATION

During April the Minister of Labour appointed conciliation officers to deal with the following disputes:

The Newfoundland Broadcasting Company Limited, St. John's, Nfld., and National Association of Broadcast Employees and Technicians (Conciliation Officer: W.J. Gillies).

Brown and Ryan Limited, Montréal, Qué.; Logistec Corporation, Montréal, Qué.; Les Elévateurs de Sorel Limitée, Sorel, Qué.; Ceres Stevedoring Co. Limited, Montréal, Qué.; Cullen Stevedoring Co. Limited, Montréal, Qué.; Empire Stevedoring Co. Limited, Montréal, Qué.; and Wolfe Stevedores (1968) Limited, Montréal, Qué.; and le Syndicat National des Débardeurs de Sorel (Conciliation Officer: G.R. Doucet).

Les Elévateurs de Sorel Limitée, Sorel, Qué.; and le Syndicat National des Employés des Elévateurs à grain de Sorel (Conciliation Officer: G.R. Doucet).

Cape Breton Development Corporation (Coal Division), Sydney, N.S., and United Mine Workers of America,

District 26 (representing miners) (Conciliation Officers: C.A. Ogden and R.L. Kervin).

Midland Superior Express Limited, Calgary, Alta., and General Teamsters, Local 362; General Drivers, Warehousemen and Helpers, Local 979 and Chauffeurs, Teamsters and Helpers, Local 395 (representing line haul owner/operators in Alberta, Saskatchewan and Manitoba (Conciliation Officer: D.H. Cameron).

Midland Simcoe Elevator Company Limited and Midland Grain Elevator Company, Midland, Ont., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (representing grain elevator employees) (Conciliation Officer: K. Hulse).

The Canada Coach Lines Limited, Hamilton, Ont., and Amalgamated Transit Union, Division 107 (Conciliation Officer: H. Bartenbach).

United Air Lines, Inc., Vancouver International Air- port, Vancouver, B.C.,

and International Association of Machinists and Aerospace Workers, Local Lodge 1500 (Conciliation Officers: D.H. Cameron and J.M. Collins).

Télé-Métropole Inc., Montréal, Qué.; and Canadian Union of Public Employees (Broadcast Division) (Conciliation Officer: G.R. Doucet).

Cargill Grain Company Limited, Baie Comeau, Qué., and Canadian Merchant Service Guild (Conciliation Officer: S.T. Payne).

Kleysen's Cartage Co. Ltd., and Kleysen's Inc., and Oil, Chemical and Atomic Workers International Union, Local 9-892 (representing a unit of employees based at Esterhazy, Saskatchewan and North Gate, North Dakota) (Conciliation Officer: A.E. Koppel).

National Harbours Board (Montréal Harbour), Montréal, Qué., and United Transportation Union, Local 1673 (Conciliation Officer: M.K. Carson).

Messabec Limitée, Montréal, Qué., and Seafarers' International Union of

Canada (Conciliation Officer: M. Archambault)

Northumberland Ferries Limited, Charlottetown, P.E.I., and Canadian Brotherhood of Railway, Transport and General Workers, Local 508 (representing licensed personnel) (Conciliation Officer: R.L. Kervin).

Northern Telephone Limited, New Liskeard, Ont., and Communications Workers of Canada (Conciliation Officer: K. Hulse).

Eastern Provincial Airways (1963) Limited, Gander, Nfld., and Canadian Air Line Employees Association (representing a unit of Marketing Division employees) (Conciliation Officer: W.J. Gillies).

Atomic Energy of Canada Limited and Society of Professional Engineers and Associates of Atomic Energy of Canada Limited (representing a unit of professional employees with Power Projects, Sheridan Park, Mississauga, Ont.) (Conciliation Officer: H. Bartenbach).

Canadian Broadcasting Corporation, Montréal, Qué., and l'Association des Réalisateurs de la Radio (Conciliation Officer: G.R. Doucet).

B. Williamson Trucking and Leasing Limited, St. Catharines and Richmond Hill, Ont., and Teamsters Locals 879 and 938 (Conciliation Officer: H.A. Fisher).

Hill Security Limited, Toronto and Ottawa, Ont., and Teamsters Locals 419 and 91 (Conciliation Officer: H. Bartenbach).

Settlements by conciliation officers.

National Harbours Board, Prescott, Ont., and Public Service Alliance of Canada (representing casual and prevailing rate grain elevator employees (Conciliation Officer: M.K. Carson) (LG, June).

National Harbours Board, Port of

Québec, Qué., and Public Service Alliance of Canada (representing a unit of office employees) (Conciliation Officer: G.R. Doucet) (LG, May).

Quinn Freight Lines, Inc., Saint John, N.B., and Teamsters, Chauffeurs, Warehousemen, Helpers and Miscellaneous Workers, Local 76 (Conciliation Officer: R.L. Kervin) (LG, May).

CKY-TV, MTV Limited, Winnipeg, Man., and National Association of Broadcast Employees and Technicians (representing office employees) (Conciliation Officer: A.E. Koppel) (LG, May).

Star Transfer Limited, Timmins, Ont., and Teamsters Local 938 (representing a unit of office employees) (Conciliation Officer: T.B. McRae) (LG, May).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Officers: D.H. Cameron and J.M. Collins) (LG, May).

Harbour Ferries Limited, Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Officer: J.M. Collins) (LG, April).

Mid-West Truck Lines Ltd., Winnipeg, Man., and General Drivers, Warehousemen and Helpers, Local 979 (Conciliation Officer: A.E. Koppel) (LG, February).

Disputes in which there was no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Maple Leaf Mills Limited (Master Feeds Branch), London, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 141 (Conciliation Officer: H.A. Fisher) (LG, May).

Chapman Transport Ltd., Kelowna, B.C., and General Truck Drivers and Helpers, Local 31; Teamsters Local

213 (representing a unit of office and clerical employees) (Conciliation Officer: D.H. Cameron) (LG, May).

Transport d'Anjou Inc., Rivière-du-Loup, Qué., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: M. Archambault) (LG, May).

National Arts Centre Corporation, Ottawa, Ont., and International Alliance Theatrical Stage Employees and Moving Picture Machine Operators of the United States and Canada (Conciliation Officer: M.K. Carson) (LG, May).

Imperial Marine Industries Limited, North Surrey, B.C., and Canadian Merchant Service Guild (representing a unit of masters and mates) (Conciliation Officer: A.A. Franklin) (LG, April).

Settlements reached following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Chapman Transport Ltd., Kelowna, B.C., and General Truck Drivers and Helpers, Local 31; Teamsters Local 213 (representing a unit of office and clerical employees) (Conciliation Officer: D.H. Cameron) (see above).

National Arts Centre Corporation, Ottawa, Ont., and International Alliance Theatrical Stage Employees and Moving Picture Machine Operators of the United States and Canada (see above).

Canadian Machinery Movers Limited, Windsor, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers Union, Local 880 (LG, June).

Conciliation commissioner appointments. Cape Breton Development Corporation (Coal Division), Sydney, N.S., and United Mine Workers of America, District 26 (representing miners) (Conciliation

Commissioner: Lorne O. Clarke, Q.C.) (see above).

Conciliation commissioner reports received. Greyhound Lines of Canada Ltd., Calgary, Alta., and Amalgamated Transit Union, Division 1374 (representing a unit of drivers, terminal and garage employees) (Conciliation Commissioner: Professor Joseph C. Smith) (LG, June).

Maritime Employers Association, Ports of Montréal and Québec City, Qué., and International Longshoremen's Association, Locals 1657 and 1605 (Conciliation Commissioner: Judge Alan B. Gold) (LG, June).

Conciliation commissioner settlement. National Harbours Board, Port of Montréal, Montréal, Qué., and

Syndicat national des employés du Port de Montréal (CSN) (representing general workers, grain elevator employees, refrigerator warehousemen and stationary engineers) (Conciliation Commissioner: Pierre Dufresne) (LG, June).

Strike action following conciliation commissioner procedure. Maritime Employers Association, Ports of Montréal and Québec City, Qué., and International Longshoremen's Association, Locals 1657 and 1605 (strike action commenced April 17, 1975) (see above).

The City of Whitehorse, Y.T., and International Union of Operating Engineers, Local 115 (strike action commenced April 3, 1975 and terminated April 23, 1975 with the

mediation assistance of G.W. Rogers) (LG, June).

Appointment of mediators under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). The City of Whitehorse, Y.T., and International Union of Operating Engineers, Local 115 (Mediator: G.W. Rogers) (see above).

Moffat Communications Limited, Vancouver, B.C., and Canadian Union of Public Employees, Broadcast Division (Mediator: D.H. Cameron) (LG, May).

Settlement by mediator. The City of Whitehorse, Y.T., and International Union of Operating Engineers, Local 115 (Mediator: G.W. Rogers) (see above).



Additions to the Library

LIST NO. 315

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. When requesting loans, please indicate the publication numeral and the month listed.

ARBITRATION, INDUSTRIAL

1. Joliffe, Edward Bigelow. Adjudication in the Canadian public service. Montreal, 1974. p.351-363. Extract from McGill Law Journal, Vol.20, no.3, 1974.

AUTOMOBILE INDUSTRY AND TRADE

2. Cowan, Ralph Keith. Effects of the United States-Canadian automotive agreement on Canada's manufacturing, trade and price posture. Ann Arbor, University Microfilms, 1975. 150p.

BLACKS

3. Clairmont, Donald Hayden J. Africville: the life and death of a Canadian Black community, by Donald H. Clairmont and Dennis William

Magill. Toronto, McClelland and Stewart, 1974. 272 p.

BUILDING TRADES

4. Ontario. Royal Commission on Certain Sectors of the Building Industry. Report. Toronto, Queen's Printer, 1974, i.e. 1975. 2 v.

CANADA—POLITICS AND GOVERNMENT

5. Jackson, Robert J. The Canadian legislative system; politicians and policy-making, by Robert J. Jackson and Michael M. Atkinson. Toronto, Macmillan of Canada, 1974. 196p.

COLLECTIVE BARGAINING

6. Derber, Milton. Collective bargaining by state governments in the twelve midwestern states, by Milton Derber, Peter Pashler, and Mary Beth Ryan. Urbana, Institute of Labor and Industrial Relations, University of Illinois, 1974. 81p.

DIRECTORS OF CORPORATIONS

7. Heath, Morris. Size and composition of boards of directors.

Ottawa, Conference Board in Canada, 1973. 24p.

DISCRIMINATION IN EMPLOYMENT

8. Columbia Human Rights Law Review. In pursuit of fair employment: a symposium on recent developments. New York, 1973. p.261-564.

9. Information Science Incorporated. Humanic Designs Division. How to eliminate discriminatory practices; a guide to EEO compliance. New York, AMACOM, 1975. 80p.

10. McIntosh, Neil. The extent of racial discrimination, by Neil McIntosh and David J. Smith. London, P.E.P., 1974. 55p.

ECONOMIC FORECASTING

11. Shepherd, J.R. The Treasury short-term forecasting model, by J.R. Shepherd, H.P. Evans and C.J. Riley, and Simulations with the Treasury model, by H.P. Evans and C.J. Riley. London, H.M.S.O., 1974. 55p.

ECONOMIC POLICY

12. Political and Economic Planning. Reshaping Britain; a programme of economic and social reform. London, P.E.P., 1974. 98p.

ECONOMICS

13. Archer, Maurice. Introductory microeconomics: a Canadian analysis. Toronto, Macmillan of Canada, 1974. 418p.

EMPLOYEES—RATING

14. Staff appraisal, by G.A. Randell and others. London, Institute of Personnel Management, 1972. 79p.

EMPLOYEES' BENEFIT PLANS

15. Bureau of National Affairs, Washington, D.C. Employee health & welfare benefits. Washington, 1974. 32p.

ENERGY

16. Committee for Economic Development. Achieving energy independence; a statement on national policy by the Research and Policy Committee of the Committee for Economic Development. New York, 1974. 91p.

GRIEVANCE PROCEDURES

17. Peach, David Alan. Grievance initiation and resolutions; a study in basic steel, by David A. Peach and E. Robert Livernash. Boston, Division of Research, Graduate School of Business Administration, Harvard University, 1974. 155p.

HOURS OF LABOUR

18. Australia. Department of Labor and Immigration. Standard hours of work; Australia and overseas. Melbourne, 1974. 96p.

19. Barry, Anthony. Holidays and hours of work in the European

Community. London, Institute of Personnel Management, 1974. 74p.

INCOME

20. Redistribution through public choice. Harold M. Hochman and George E. Peterson, editors. New York, Columbia University Press, 1974. 341p.

INDUSTRIAL HEALTH

21. Great Britain. Joint Advisory Committee on Safety and Health in the Construction Industries. Precautions in the use of asbestos in the construction industry; a report by the sub-committee of the Joint Advisory Committee on Safety and Health in the Construction Industries. London, H.M.S.O., 1974. 9p.

INDUSTRIAL RELATIONS—RESEARCH

22. Inter-University Study of Labor Problems in Economic Development. Industrialism and industrial man reconsidered; some perspectives on a study over two decades of the problems of labor and management in economic growth, by John T. Dunlop, Frederick H. Harbison, Clark Kerr and Charles A. Myers; final report of the Inter-University Study of Labor Problems in Economic Development, later designated as the Inter-University Study of Human Resources in National Development. Princeton, N.J., Inter-University Study of Human Resources in National Development, 1975. 99p.

INSURANCE, UNEMPLOYMENT

23. American Enterprise Institute for Public Policy Research.

Unemployment compensation: proposed permanent changes. Washington, 1974. 63p.

LABOUR BUREAUS

24. California. Department of Industrial Relations. The State Department of Industrial Relations at work...for Californians at work; functions of the State Department of Industrial Relations, its legal obligations and responsibilities. San Francisco, 1974. 52p.

25. California. Division of Industrial Safety. Division of Industrial Safety Operations. San Francisco, 1974. 16p.

LABOUR TERMS

26. European Association for Personnel Management. Glossaire de gestion de personnel. Glossary for personnel administration...Paris, 1970. 133p.

MANAGEMENT

27. Jervis, Frank Robert Joseph. Bosses in Britain business; managers and management from the Industrial Revolution to the present day. London, Routledge and K. Paul, 1974. 184p.

MANPOWER POLICY

28. Davidson, Roger Harry. The politics of comprehensive manpower legislation. Baltimore, Johns Hopkins University Press, 1972. 115p.

29. Employment, incomes and equality; a strategy for increasing productive employment in Kenya. Geneva, International Labour Office, 1972. 600p.

30. Hiestand, Dale Leroy. High level manpower and technological change in the steel industry; implications for

corporate manpower planning. Foreword by Eli Ginzberg. New York, Praeger, 1974. 88p.

PAPER MAKING INDUSTRY AND TRADE

31. Canadian Pulp and Paper Association. Background paper members of the Federal Cabinet. Montreal, 1975. 26p.

PENSIONS

32. Compensation Review. Pension reform. New York, AMACOM, 1974. p.14-35. Four articles in issue, Vol. 6, no.4, Fourth quarter 1974.

33. Complementary pension institutes or complementary schemes; twelve national summaries and two studies; documents presented at the Fifth International Conference of Social Security Actuaries and Statisticians, Berne, 1971. Geneva, International Social Security Association, 1973. 239p.

PROFIT-SHARING

34. Guide to modern profit sharing. Chicago, Profit Sharing Council of America, 1973. 229p.

RAILROADS

35. Legislative history of the Railway labor act, as amended (1926 through 1966). Prepared for the Subcommittee on Labor of the Committee on Labor and Public Welfare, United States Senate. Washington, G.P.O., 1974. 1381p.

SOCIAL SECURITY

36. Group of Experts on Social Security Planning. Current issues in social security planning: concepts and techniques; papers and summary of discussions of the Group of Experts

on Social Security Planning, Brussels, 19-21 October 1972. Geneva, International Social Security Association, 1973. 162p.

37. The planning of social security; paper presented at Meeting on the Sociology of Social Security, 7th World Congress of Sociology, Varna, Bulgaria, 1970. Geneva, International Social Security Association, 1971. 189p.

38. The role of social services in social security: trends and perspectives; report of Round Table Meeting, Moscow, 22-25 May 1973. Geneva, International Social Security Association, 1974. 154p.

STATUS OF WOMEN

39. Canada. Women's Bureau. The law relating to working women. 2d ed. Ottawa, 1973. 26, 27p.

TECHNOLOGY

40. Bhalla, A.S., ed. Technology and employment in industry; a case study approach. Foreword by Amartya Sen. Geneva, International Labour Office, 1975. 324p.

UNEMPLOYMENT

41. Daniel, William Wentworth. A national survey of the unemployed. London, P.E.P., 1974. 161p.

WAGE DIFFERENTIALS

42. Kumar, Pradeep. Relative wage differentials in Canadian industries. Kingston, Ont., Industrial Relations Centre, Queen's University, 1974. 83p.

WAGES AND HOURS

43. Engineers Joint Council. Engineering Manpower Commission. The engineer's salary evaluation kit. New York, 1974. 24p.

44. Engineers Joint Council. Engineering Manpower Commission. Salaries of engineers in education; special report. New York, 1974. 32p.

WOMEN-EMPLOYMENT

45. Ottawa Conference on the Role of Women in the Public Service, 1974. Conference report, Ottawa Conference on the Role of Women in the Public Service...January 24 & 25, 1974. Ottawa, Office of Equal Opportunities for Women, Public Service Commission, 1975. 57p.

46. Task Force on Working Women. Exploitation from 9 to 5; report of the Twentieth Century Fund Task Force on Women and Employment. Background paper by Adele Simmons and others. Lexington, Mass., Published by Lexington Books for Twentieth Century Fund, 1974, c1975. 200p.

WORK SATISFACTION

47. Davey, Douglas Mackenzie. Attitude surveys in industry, by D. Mackenzie Davey, D. Rockingham Gill and P. McDonnell. London, Institute of Personnel Management, 1970. 62p.

48. Managerial values for working, by Vincent S. Flowers and others. New York, AMACOM, 1975. 50p.

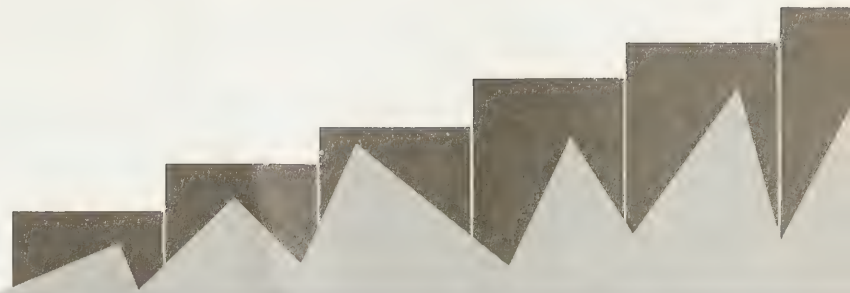
WORKING CONDITIONS

49. Expériences en vue d'une organisation plus humaine du travail industriel; compte rendu d'un colloque international qui s'est tenu à Paris les 26 et 27 janvier 1973, établi par Jean-Marc Clerc. Paris, Librairie Armand Colin, 1973. 114p.

WORLD EMPLOYMENT PROGRAM

50. Bureau international du travail. Programme mondial de l'emploi; rapport sur l'avancement des recherches. Genève, 1974. 134p.

labour statistics



Principal Items	Date	Amount	Percentage Change from			
			Previous Month		Previous Year	
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)				
Week ended April 19, 1975		9,804	+	0.2	+	3.8
Employed	April 1975	9,009	+	0.7	+	1.3
Agriculture	"	445	+	9.6	-	4.3
Non-agriculture	"	8,564	+	0.3	+	1.8
Paid workers	"	7,976	+	0.5	+	1.7
At work 35 hours or more	"	7,058	+	1.1	+	15.2
At work less than 35 hours	"	1,564	+	1.4	-	32.4
Employed but not at work	"	387	-	9.2	-	10.4
Unemployed	"	795	-	5.4	+	40.0
Atlantic	"	111	-	5.9	+	23.3
Quebec	"	273	-	4.5	+	26.4
Ontario	"	248	-	8.8	+	65.3
Prairies	"	69	+	7.8	+	38.0
British Columbia	"	93	-	7.9	+	50.0
Without work and seeking work	"	734	-	4.2	+	39.8
On temporary layoff up to 30 days	"	61	-	16.4	+	41.9
INDUSTRIAL EMPLOYMENT (1961 = 100)†	January 1975	138.3	-	2.3	+	0.1
Manufacturing employment (1961 = 100)†	"	125.6	-	2.3	-	4.0
IMMIGRATION	Calendar year 1974	218,465	-		-	
Destined to the labour force	"	106,083	-		-	
STRIKES AND LOCKOUTS						
Strikes and lockouts	March 1975	162	+	6.0	+	12.0
No. of workers involved	"	46,403	+	24.0	-	9.0
Duration in man days	"	491,230	+	32.0	+	12.0
EARNINGS AND INCOME						
Average weekly earnings (ind. comp.)†	January 1975	192.11	+	4.5	+	18.4
Average hourly earnings (mfg.)†	"	4.76	+	1.3	+	17.8
Average weekly hours paid (mfg.)†	"	38.6	+	5.2	+	1.6
Consumer price index (1961 = 100)	April 1975	179.8	+	0.5	+	11.1
Index numbers of weekly wages in 1961 dollars (1961 = 100)† ..	January 1975	138.6	+	5.4	+	2.1
Total labour income (millions of dollars)†	March 1975	6,790.1	+	1.9	+	14.4
INDUSTRIAL PRODUCTION†						
Total (average 1961 = 100)	March 1975	210.0	-	0.8	-	6.9
Manufacturing	"	206.9	-		-	7.4
Durables	"	237.3	+	0.4	-	8.4
Non-durables	"	182.8	-	0.4	-	6.4
NEW RESIDENTIAL CONSTRUCTION**						
Starts	March 1975	6,261	-		-	53
Completions	"	9,954	-		-	31
Under construction	"	120,855	-		-	27

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-1975

Strikes and Lockouts, 1970-1975		Strikes and Lockouts in Existence During Month or Year				
		Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Duration in Man-Days	Percentage of Estimated Working Time
Month or Year					Man-Days	
1970		503	542	261,706	6,539,560	0.39
1971		547	569	239,631	2,866,590	0.16
1972		556	598	706,474	7,753,530	0.43
1973		677	724	348,470	5,776,080	0.30
† 1974		1,170	1,216	592,220	9,255,120	0.46
† 1974:						
February		71	132	44,475	424,270	0.28
March		83	144	51,473	437,630	0.27
April		120	187	66,484	620,510	0.38
May		143	254	96,535	1,398,940	0.80
June		121	226	217,420	2,025,650	1.24
July		130	236	107,848	1,021,110	0.55
August		120	241	73,157	858,910	0.47
September		95	229	67,085	718,070	0.45
October		95	210	63,418	686,480	0.39
November		95	203	77,474	481,580	0.30
December		31	130	25,478	317,110	0.20
* 1975:						
January		107	183	44,341	433,110	0.25
February		61	153	37,459	370,830	0.24
March		65	162	46,403	491,230	0.31

* Preliminary. † Revised.

STRIKES AND LOCKOUTS, MARCH, 1975, BY JURISDICTION (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	7	11	2,458	22,490
Prince Edward Island	1	1	55	60
Nova Scotia	2	2	44	300
New Brunswick	5	7	438	3,120
Quebec	20	64	10,726	149,220
Ontario	5	23	3,257	55,940
Manitoba	2	5	1,323	12,350
Saskatchewan	3	5	448	2,530
Alberta	-	5	1,593	14,010
British Columbia	14	28	9,187	100,370
Federal	6	11	16,874	130,840
All jurisdictions	65	162	46,403	491,230

STRIKES AND LOCKOUTS, MARCH, 1975, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Forestry	-	1	250	5,000
Fishing	-	2	3,894	41,090
Mines	8	11	4,845	44,270
Manufacturing	20	65	10,197	138,240
Construction	3	7	796	3,580
Transpn. & utilities	10	24	9,303	84,620
Trade	3	10	284	3,810
Finance	1	1	30	30
Service	12	25	6,093	72,770
Public administration	8	16	8,587	91,010
All industries	65	162	46,403	491,230

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1975 (PRELIMINARY)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			March	Accu- mulated	Termination Date	Result
Forestry							
	Société Forestière Domtar Ltée, Dolbeau, Qué.	Woodworkers Fed'n (Ind.)	250	5,000	13,000	Jan. 16	Sympathy strike—
Fishing							
	Six fish companies, Various locations, Nfld.	Food Workers (AFL-CIO/CLC)	800	16,000	49,600	Jan. 2	Wages, implementation of conciliation report—
	Fisheries Association of British Columbia, various locations, B.C.	United Fishermen (CLC)	3,094	25,090	44,330	Feb. 16 Mar. 16	Prices paid for fish— Not reported—
Mines							
METAL MINES							
	Les Mines, Patino du Québec, Chibougamau, Qué.	Steelworkers Loc. 5914 (AFL-CIO/CLC)	410	9,080	39,250	Nov. 18	Wages, cost-of-living clause—
	Similkameen Mining Co. Ltd., Princeton, B.C.	Steelworkers Loc. 649 (AFL-CIO/CLC)	125	630	1,260	Feb. 24 Mar. 11	Dismissal of one employee— Settled through mediation—
	Wabush Mines, Wabush, Nfld.	Steelworkers Loc. 6285 (AFL-CIO/CLC)	575	1,640	1,640	Mar. 28	Wages—
NON-METAL							
	APM Operators Ltd., Allan Potash Mines, Allan, Sask.	Steelworkers Loc. 7689 (AFL-CIO/CLC)	186	370	370	Mar. 13 Mar. 15	Term of contract— Return of workers when injunction issued—
	Asbestos Corporation Ltd., Thetford Mines, Qué.	Fed'n of Metal Trade Unions (CNTU)	1,956	17,600	17,600	Mar. 18	Wages, cost-of-living clause, working conditions—
	Lake Asbestos of Québec Ltd., Black Lake, Qué.	Steelworkers Loc. 7649 (AFL-CIO/CLC)	525	4,730	4,730	Mar. 18	Wages, cost-of-living clause, working conditions—
	Bell Asbestos Mines Ltd., Thetford Mines, Qué.	Steelworkers Loc. 8026 & 7285 (AFL-CIO/CLC)	440	3,960	3,960	Mar. 18	Wages, cost-of-living clause, working conditions—
	Carey Canadian Mines Ltd., East Broughton, Qué.	Fed'n of Metal Trade Unions (CNTU)	370	3,330	3,330	Mar. 18	Wages, cost-of-living clause, working conditions—
	National Asbestos Mines Ltd., Thetford Mines, Qué.	Fed'n of Metal Trades Unions (CNTU)	170	1,530	1,530	Mar. 18	Wages, cost-of-living clause, working conditions—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				March	Accumulated	Termination Date	
Location							Result
Manufacturing							
FOOD AND BEVERAGES							
Québec Poultry Ltd., Québec, Qué.	Commerce Fed'n (CNTU)		360	3,600	3,600	Mar. 17	Master agreement—
LEATHER							
A.R. Clarke & Company Ltd., Toronto, Ont.	Food Workers Loc. 125L (AFL-CIO/CLC)		375	7,500	7,500	Feb. 3 Mar. 3	Not reported— Not reported—
Denny Stewart Ltd., Montreal, Qué.	Food Workers Loc. L 102 (AFL-CIO/CLC)		168	840	840	Mar. 24	Wages, piece work—
KNITTING MILLS							
Penmans Ltd., St-Hyacinthe, Qué.	Textile Federation (CNTU)		330	6,600	68,970	May 31	Wages—
Dana Original Inc., (Div. Knitwear & Outwear), Berthierville, Qué.	Textile Fed'n (CNTU)		117	1,170	1,400	Feb. 27 Mar. 17	Wages— Return of workers when agreement reached—
WOOD							
Kootenay Forest Products, Nelson, B.C.	Woodworkers Loc. 1-405 (AFL-CIO/CLC)		285	2,000	2,000	Mar. 3 Mar. 12	Protesting against the reassignment of an employee— Not reported—
B.C. Forest Products, Yubou, B.C.	Woodworkers Loc. 1-80 (AFL-CIO/CLC)		450	450	450	Mar. 28	Suspension of three workers—
PAPER							
Sonoco Products Ltd., Terrebonne, Qué.	Fed'n of Paper Workers (CNTU)		110	2,200	15,510	Sep. 9	Seniority, cost-of-living adjustment—
Rayonnier Québec (ITT), Port-Cartier, Qué.	Canadian Paper Workers Loc. 1125 (CLC)		225	4,500	13,050	Jan. 8	Suspension of some workers—
Macmillan Bloedel (Harmac Division), Nanaimo, B.C.	Pulp Paper and Woodworkers of Canada Loc. 8 (CCU)		1,000	5,000	5,000	Mar. 8 Mar. 15	Respecting picket lines set up by Pulp, Paper and Woodworkers of Canada Loc. 8 from Hooker Chemicals— Return of workers
PRIMARY METAL							
Union Carbide, Beauharnois, Qué.	Steelworkers Loc. 5987 (AFL-CIO/CLC)		450	9,960	22,910	Jan. 19	Working conditions, interpretation of contract—
Standard Tube Canada Ltd., Woodstock, Ont.	Auto Workers Loc. 636 (CLC)		600	12,000	17,400	Feb. 17	Wage & fringe benefits—
METAL FABRICATING							
Québec Wires, Trois-Rivières, Qué.	Steelworkers Loc. 7092 (AFL-CIO/CLC)		125	2,500	9,000	Dec. 16	Employees locked-out; wages for females—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
			March	Accumulated	Termination Date	
Location	Union					Result
Paragon Tools, Windsor, Ont.	Auto Workers Loc. 195 (CLC)	119	2,380	4,880	Jan. 10 Mar. 10	Not reported— Wage increases—
Sometal Atlantique Ltée., Rimouski, Qué.	Fed'n of Metal Trades Unions (CNTU)	139	2,780	4,030	Feb. 18	Wages & fringe benefits—
Zimcor Company Ramsay Industries Div., Lachine (Montreal) Qué.	Machinists Loc. 2133 (AFL-CIO/CLC)	274	270	2,460	Feb. 19 Mar. 4	Not reported— Terminated by mutual agreement of parties—
MACHINERY						
Hamilton Gear and Machine Co., Toronto, Ont.	Moulders Loc. 28 (AFL-CIO/CLC)	134	670	5,090	Jan. 15 Mar. 10	Wages & fringe benefits— Return of workers—
TRANSPORTATION EQUIP.						
United Aircraft of Canada Ltd., Longueuil, Qué.	Auto Workers Loc. 510 (CLC)	1,200	24,000	635,400	Jan. 7	Union security, wages, cost-of-living clause—
Marystown Shipping Enterprises, Marystown, Nfld.	Marine Workers Federation Loc. 20 (CLC)	480	1,010	1,010	Mar. 19 Mar. 24	Protesting the hiring of four pipefitters— Return of workers—
ELECTRICAL PRODUCTS						
C.P. Clare Canada, Weston, Ont.	U.E. Loc 518 (CLC)	257	-	20,900	Nov. 11 Mar. 3	Wages & fringe benefits— Settled by mutual agreement—
Leviton Manufacturing of Canada Ltd., Montréal, Qué.	Steelworkers Loc. 15.510 (AFL-CIO-CLC)	551	11,020	16,810	Feb. 14	Wages—
Philips Cables Ltd., Coleman, Alta	Industrial Mechanical Workers Loc. 2 (CCU)	200	4,000	4,400	Feb. 27	Wages & term of contract
NON-METALLIC MINERAL PRODUCTS						
Consumers Glass, Candiac, Qué.	United Glass Workers Loc. 250 (AFL-CIO/CLC)	407	4,650	15,120	Jan. 24 Mar. 17	Wages, COLA clause— Wage increases & COLA clause—
Consumers Glass Co. Ltd., Lavington, B.C.	United Glass Workers Loc. 257 (AFL-CIO/CLC)	340	7,350	15,010	Jan. 30	Wages, fringe benefits, grievances—
CHEMICAL PRODUCTS						
Colgate-Palmolive Ltd., Toronto, Ontario.	Chemical Workers Loc. 809 (AFL-CIO/CLC)	330	4,950	15,510	Jan. 16 Mar. 24	Wages & fringe benefits— Terminated by mutual agreement of parties—
Cyanamid of Canada, Saint-Jean, Qué.	Chemical Workers Loc. 449 (AFL-CIO/CLC)	254	5,080	12,450	Jan. 21	Wages—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Termination Date	Major Issues
					March	Accu- mulated			Result
Construction									
Commonwealth Const., Princeton, B.C.	Various Trade Unions			125	630	1,130	Feb. 24 Mar. 10		Refusing to cross picket lines set up by Steelworkers Loc. 649 at Similkameen Mining Co. Ltd.— Return of workers—
Columbia Hydro Const., Mica Creek, B.C.	Carpenters Loc. 1345 Structural Iron Workers Loc. 97 (AFL-CIO/CLC)			234	700	700	Mar. 3 Mar. 6		Jurisdictional disputes between unions— Return of workers—
Northern O'Connell Ltd., Churchill Falls, Nfld.	Various Trades Unions			250	500	500	Mar. 3 Mar. 5		Layoff of a foreman— Return of workers—
Transportation & Utilities									
TRANSPORTATION									
Les Autobus Gaudreault Int., St-Charles, Borromée, Joliette, Québec.	Public Service Fed'n (CNTU)			107	2,140	4,490	Jan. 30		Wages, seniority—
B.C. Maritime Employers Association, Eleven British Columbia ports.	Longshoremen & Warehousemen (CLC)			3,300	59,400	59,400	Mar. 2 Mar. 27		Wages, jurisdiction over container cargo— Agreement reached—
Transair Ltd., (Winnipeg International Airport), Winnipeg, Man.	Machinists Loc. 2223 (AFL-CIO/CLC)			315	5,630	5,630	Mar. 7		Breakdown in contract talks—
Thirteen West Coast Shipping Companies, Four British Columbia ports.	Longshoremen & Warehousemen Loc. 514 (CLC)			345	1,040	1,040	Mar. 23 Mar. 27		Wages, scope of job classifications— Not reported—
Maritime Employers Association, Montreal, Trois-Rivières and Québec City, Qué.	International Longshoremen's Association Locs. 375, 1739 & 1846 (AFL-CIO/CLC)			2,400	1,200	1,200	Mar. 31		Wages—
COMMUNICATIONS									
Post Office Dept. Various locations in Canada.	Letter Carriers (CLC) Postal Workers (CLC)			2,124	6,810	23,400	Feb. 17 Mar. 19		In sympathy with strikers of the Public Service Alliance of Canada— Return of workers—
Post Office Dept., Montreal area, Qué.	Letter Carriers Loc. 10 (CLC)			2,200	6,600	6,600	Mar. 12 Mar. 15		Suspension of 40 letter carriers— Return of workers pending grievance procedure—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1975 (PRELIMINARY) (CONT'D)

Industry			Duration in Man-days		Starting Date	Major Issues
Employer		Workers Involved	March	Accu- mulated	Termination Date	Result
Location	Union					
EDUCATION						
Calgary School District # 19, Calgary, Alta	Public Employees Loc. 40 (CLC) (caretakers)	838	2,510	21,780	Jan. 29 Mar. 6	Wages, hours of work and other issues— Settlement reached—
Calgary R.C. Separate School Board, Calgary, Alta.	Public Employees Loc. 520 (CLC)	200	400	3,600	Feb. 7 Mar. 5	Wages; equal pay for women— Settlement reached—
Ottawa Board of Education, Ottawa, Ont.	Two Teachers' Unions (Ind.)	1,600	32,000	35,200	Feb. 27	Wages, COLA clause—
St-James—Assiniboia School Division No. 2, Winnipeg, Man.	Public Employees Loc. 730 (CLC)	134	1,340	1,340	Mar. 7 Mar. 21	Wages, fringe benefits— Settled by mutual agreement—
Greater Victoria School District 61 (Board of School Trustees), Victoria, B.C.	Public Employees Loc. 275 & 947 (CLC)	660	9,240	9,240	Mar. 10	Wages—
University of Manitoba, Fort Garry, Man.	The Assoc. of Employees Supporting Education Services	1,120	9,600	9,600	Mar. 20	Wages—

Services

HEALTH & WELFARE

Norwood Auxiliary Hosp. Dr. A. McGregor Nursing Home, Edmonton, Alberta	Public Employees Loc. 1158 (CLC)	300	6,000	27,810	Nov. 19	Wage increase to non-union workers—
Hôpital du Sacré-Coeur, Hull, Qué.	Service Federation (CNTU)	288	3,500	10,270	Jan. 28 Mar. 18	Week-end work— Dispute settled—
B.C. Health Association (representing several hospitals and health centres), Vancouver and Victoria, B.C.	Professional Assoc. of Residents & Interns	300	2,400	2,400	Mar. 17 Mar. 27	Wages— Not reported—

Public Administration

FEDERAL ADMINISTRATION

Royal Canadian Mint, Ottawa (Ont), Hull (Qué), & Winnipeg (Man)	Public Service Alliance of Canada (CLC)	650	-	23,400	Jan. 9 Mar. 2	Wages, COLA clause— Wage increases—
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STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1975 (PRELIMINARY) (CONCL'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				March	Accu- mulated	Termination Date	Result
Gov't of Canada (37 Depts and Agencies, Canada wide)		Public Service Alliance of Canada (CLC)	6,017	46,960	81,360	Feb. 17 Mar. 21	Wages— Wage increases—
LOCAL ADMINISTRATION							
Municipal Employee's Coordinating Comm. Greater Victoria B.C.		Public Employees Loc. 50 (CLC) Outside Wkrs.	280	5,600	12,600	Jan. 27	Wages—
Municipal Employee's Coordinating Committee, Greater Victoria, B.C.		Public Employees Loc. 511, 374 & 388 (CLC)	750	15,000	28,500	Feb. 5	COLA clause—
Municipal Employee's Coordinating Committee, Greater Victoria, B.C.		Public Employees Loc. 333 & 374 (CLC)	108	2,160	3,780	Feb. 10	Wages, COLA clause—
Municipal Employee's Coordinating Committee, Victoria, B.C.		Public Employees Loc. 382 (CLC)	278	5,560	6,960	Feb. 24	Wages & COLA clause
Surrey Municipality, Surrey, B.C.		Public Employees Loc. 402 (CLC)	750	12,750	16,500	Feb. 24	Wages, COLA clause, grievances

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

ECONOMICS AND RESEARCH BRANCH

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Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1973. (Bilingual). Price \$2.00. Cat. No. L2-15/1973.

Measuring the Quality of Working Life. Proceedings of a symposium on social indicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H. Portugal. Price \$4.00. Cat. No. L41-13/1974.

Productivity, Costs and Prices. An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

WOMEN'S BUREAU

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Women's Bureau '72. Papers dealing with union responsibility for equal opportunity for women; occupational segregation in the health professions; past setbacks in achieving equality; the double jeopardy of socially disadvantaged women. And two communications with the press. (Bilingual). Free.

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Labour Relations Legislation in Canada. A comparative study of the federal and provincial Labour Relations Acts in Canada as they existed at the end of 1968. (A separate reprint is available free on request). Price \$3.50. Cat. No. L34-2069.

Labour Standards in Canada. Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.50. Cat. No. 12-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

ACCIDENT PREVENTION AND COMPENSATION BRANCH

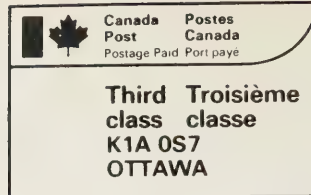
Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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THE LABOUR GAZETTE and LA GAZETTE DU TRAVAIL are published monthly by the Canada Department of Labour, Public Relations Branch.
CORRESPONDENCE — Address letters dealing with editorial matters to the Editor, The Labour Gazette, 340 Laurier Ave. W., Ottawa K1A 0J2.
SUBSCRIPTIONS — Canada: \$5 a year, single copies 60 cents; all other countries: \$7 a year, single copies 75 cents. Send remittance by cheque or post office money order, payable to the Receiver General of Canada, to Information Canada, Publishing Division, Ottawa K1A 0S9.
CHANGE OF ADDRESS — Send the new address, together with the previous address label, to Information Canada, Publishing Division, Ottawa K1A 0S9.
INDEXED IN: Canadian Periodical Index, Index to Canadian Legal Periodical Literature, Public Affairs Information Service Bulletin, and Work Related Abstracts.



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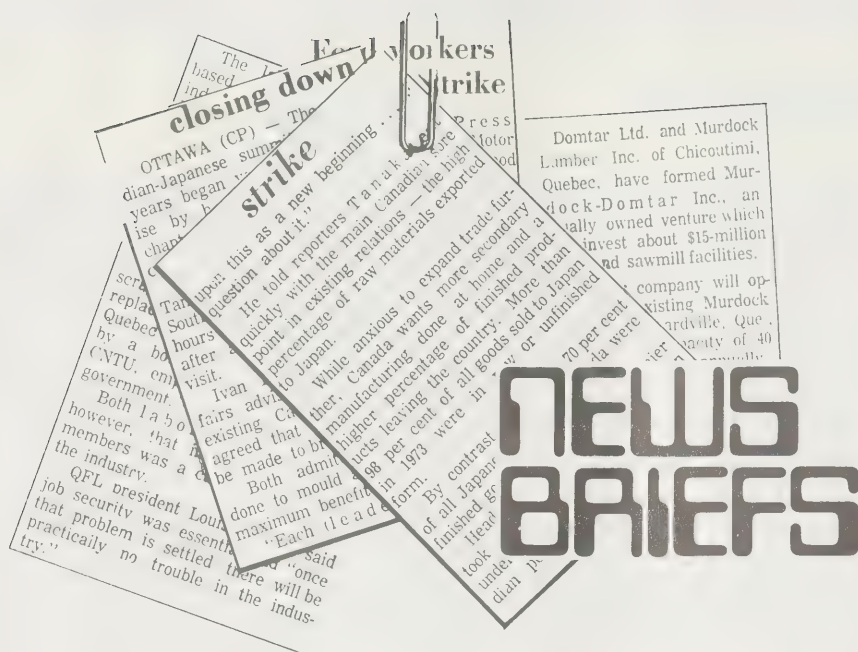
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institute "that would be the source of reliable and generally accepted data on which the parties could agree as a basis for negotiations." It might also look into industrial democracy, job satisfaction, and the consolidation of bargaining units leading to industry-wide bargaining in major national industries such as transportation, communications and grain handling.

Businessmen Bad Communicators

Businessmen have been notoriously bad communicators, delegates to the annual meeting in Toronto of the Canadian Manufacturers' Association were told. They were urged by Walter E. Lawson, past president of the Association, to spend at least 10 per cent of their time presenting the private enterprise story to their employees, to the public, and to politicians at all levels of government. "Talk to and write to the press, appear on radio and TV, seek opportunities to sell the cause," Lawson said. Businessmen have tended to be "close-mouthed, secretive and apprehensive about publicity...an unfortunate characteristic," he asserted. Lawson described business' failure to explain to the public the meaning of profits and their contribution to the community as "the worst job we have ever done."

He called for a massive educational effort on the part of senior businessmen to acquaint the public with the necessity for the preservation of pools of capital, the value of competitive enterprise, and the need for increased investment.

About 40 per cent of so-called profits go to the government as corporate income tax, he noted, while the part paid out in dividends is "really interest on equity, a fee paid for the use of people's savings, essentially no different from interest paid on loans."

Labour Relations Council

Canada has established a tripartite labour relations council to promote industrial peace. The new body held its first meeting in Ottawa in July.

Labour Minister John Munro described his hopes for it in a June 10 address to the International Labour Organization in Geneva.

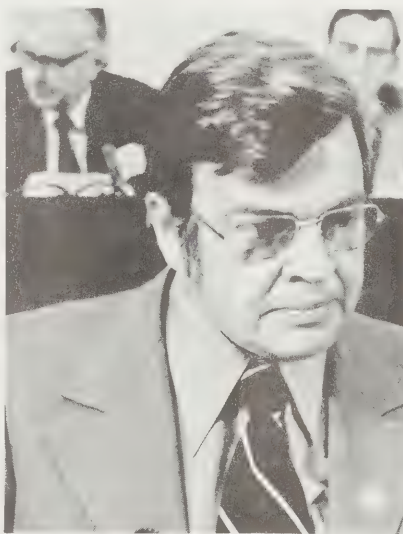
"We hope that the council will be able to temper the adversary aspect of collective bargaining and develop improved, or at least less disruptive, methods of dispute settlement."

The Council is to be a continuing advisory body consisting of representatives of organized labour, management, and the Canada Department of Labour.

Munro said the council will be empowered to establish review panels to study specific subjects, publish reports and analyses resulting from the studies, and "recommend courses of action" to the labour minister.

It would also examine existing labour legislation and recommend new programs and services.

Munro said the Canada Labour Relations council might consider the creation of an independent research



Munro addressing ILO



Lawson

The remainder is reinvested in the business... "Profits are the means by which business finances this country's future. When profits decline, business cannot make the capital investment required to provide for the needs of our people."

Lawson, vice-president of Domtar Packaging, Montreal, noted that in recent years capital investment in Canada has been about 22 per cent of GNP, compared with 35 per cent in Japan and 26 per cent in Germany. "We have been under-investing."

The former CMA president believes Canada will need at least \$500 billion dollars in new capital investment in the next 10 years, compared with \$200 billion invested in the past decade.

Lawson said the primary role of the CMA is changing from that of providing its members with information and service on routine matters to that of presenting industry's views to governments and the public.

Because "vesting the policy and decision-making power largely in the hands of the 257-man executive council no longer reflected the reality of the times," the Association would be replacing its national executive

committee with a 36-member board of directors that would have the authority to make and execute policy. The national executive council would become an advisory body.

Lawson said the Association has been working toward an organization to represent all business, including banking, insurance, commerce and service industries. This organization, "which may well be called The Council of Canadian Business," would be "dedicated to maintaining an investment climate in Canada that would sustain economic growth and employment opportunities."

Echoing Lawson's call for a national educational campaign, Robert A. McNair, president of Bristol-Myers, Toronto, asked for a "super business council to save the free enterprise system in Canada."

In a toughly-worded speech to the CMA convention, McNair said: "we have a massive education job to do with the public...What we must do if our lifestyle is to survive, is bring industry together, organize all of industry, the whole spectrum of business in Canada, and form a super council of business...dedicated to the task of convincing the Canadian people, labour and government that private enterprise may be far from perfect, but it is infinitely preferable to the horrors of a government-controlled state."

Given the continued growth of super government, and "people's willingness to depend on it, our system could be on its way out...As businessmen we must find ways to exert more influence on governments."

OECD Suggests Prices and Incomes Policy

The latest review of the Canadian economy by the Organization for Economic Co-operation and

Development notes that economic performance this year has been poorer than most economists, businessmen and politicians originally expected. Real output is actually expected to decline in 1975, while employment is likely to rise to over 8 per cent and the trade deficit to increase to between \$5 and \$6 billion, compared with \$1.2 billion in 1974.

This combination of a large external deficit, rising unemployment and sluggish economic activity, together with stubbornly high rates of inflation, poses difficult problems for economic policy. "An important condition for a return of the current account to a more normal position is that Canadian export prices remain competitive," the report says. The OECD views it as a "matter of concern that industrial earnings in Canada have recently been rising faster than those in the United States. Although a devaluation of the Canadian dollar could help maintain price competitiveness, it would have important inflationary effects."

The report notes that the strains in capacity that prevailed in the early months of last year have been largely eliminated, that the period of rapidly rising commodity prices has passed and that farm incomes are no longer accelerating. However, "the benefits which could accrue from these factors may be prejudiced unless the growth of wage costs can be brought under reasonable control."

"If the inflationary effects of wage-bargaining are to be broken, it would seem essential that a new policy of wage and price control be formulated and introduced with little delay," the report states. Furthermore, the OECD emphasises that "while a voluntary policy based on a national consensus is clearly preferable to statutory controls, it may be desirable to consider short term legislation if agreement between the parties on the nature of the policy is not quickly reached."

The report goes on to say that "although there are inevitable difficulties in introducing a prices and incomes policy, the general economic environment could be more conducive to the successful operation of such a policy than has been the case for a number of years."

After noting that 1975 will be a heavy bargaining year, and that many of the contracts coming up for renewal have been subject to real income losses over the past two years, the OECD welcomed the recent move by the federal government to seek a consensus for a prices and incomes policy. The report warns, however, that if a national consensus is not found, "the scope for further reflation will be limited."

Considering the current extent of surplus capacity in the economy, a stimulus to domestic demand aimed at increasing economic growth to over 5 per cent annually is thought unlikely to hinder anti-inflationary policies, and indeed, "a somewhat stronger expansion than now envisaged might even help to reduce cost and price pressures because of the associated improvement in productivity," particularly as "some additional stimulus to demand ... [may] help the introduction and acceptance of a prices and incomes policy."

The report concludes that "an immediate recovery might best be promoted by giving priority to expenditures in areas outside personal consumption"—particularly residential housing and business fixed investment.

Federal Budget

Finance Minister John Turner has introduced a budget which, he says, is aimed at preparing the Canadian economy "for a resumption of economic growth without inflation."

In his June 23 budget address, Turner said no single approach can solve the three issues facing Canadians—inflation, recession and energy—but he believes his budget "strikes the right balance of policy."

The budget announcements most directly affecting consumers were a \$1.50 increase in the price of crude oil to \$8 a barrel, and an excise tax on gasoline of 10 cents a gallon at the retail level. Together they meant a retail price increase of 15 cents a gallon. But the 10-cent tax will be refunded for gasoline used for farming, fishing, construction, mining and most commercial transportation.

The price of natural gas will go up 24 per cent, on November 1, and the price of home heating oil has risen by about 13 per cent.

The budget rejected direct wage-and-price controls because, Turner said, they can work only when the public is convinced they are needed and "that point has not been reached."

Instead, the government intends "to allow the forces of expansion already at work in the economy to have their full effect, and, as an example to others, to exercise restraint as a government in our own claims on the economy."

The government intends to save \$830 million by reducing or postponing programs in most of its departments. It will also reduce the rate of increase in public service man-years to 3.1 per cent from 4.1 per cent this year.

Turner said the government will notify the provinces, as required by law, of its formal intention to amend legislation and cost-sharing agreements on hospital insurance and medicare. And it will introduce legislation to place a ceiling on the per capita rate of growth of federal contributions under the Medical Care Act—13 per cent in 1976-1977, 10 1/2 per cent in 1977-78 and 8 1/2 per cent in 1978-79.

He said legislation will also be introduced "to strengthen the flexibility and fairness of the Unemployment Insurance Act" and to deal with "undesirable effects on work incentives" as well as "recent changes in the structure of the labour market."

To create jobs, the budget proposes a 5 per cent tax credit on new buildings, machinery and equipment for use in manufacturing or processing, the production of petroleum or minerals, logging, farming or fishing.

The government is substantially reducing taxes that increase the exploration budgets of petroleum and mining companies.

But it is increasing the funds available to Central Mortgage and Housing Corporation by \$200 million, and committing \$450 million during the next two years to employment programs including: local initiatives programs, training in industry, student employment, and financing labour-intensive federal projects in regions where unemployment is severe.

The budget anticipates 1975-76 revenues of \$25,725 million and expenditures of \$28,900 million for a \$3,172 million deficit. Additional non-budgetary transactions will raise the government's financial requirements to close to \$5 billion.

The Canadian Labour Congress said the budget gives Canadians "no reason to believe the government is trying to come to grips with either inflation or unemployment."

A statement by CLC Secretary-Treasurer Donald Montgomery said the increase in gasoline and heating oil prices could even reverse the current slowing down of inflation: "The price increase will have a psychological impact on people every time they drive up to the gas pumps and every time they pay their heating bills, and they will continually be reminded how Turner's budget has reduced their purchasing power."

The statement described proposed changes to the Unemployment Insurance Act as "political sleight of hand" and "another attempt to blame the unemployed for today's lack of jobs."

The CLC also expressed disappointment that the budget "did nothing" to improve old-age security or the Canada Pension Plan, or to grant a guaranteed annual income.

On the other hand, the Canadian Manufacturers' Association praised the budget, saying it would have a favourable effect on the economy, and expressed satisfaction that the finance minister "has once again got his priorities right."

A statement by CMA President Harold Corrigan also welcomed the proposed cuts in federal spending and urged the provincial governments to follow suit. Corrigan also welcomed the tax reductions for natural resources companies and the 5 per cent tax credit on new building and machinery costs, which is "important to manufacturing industry."

The CMA said manufacturers "will fervently hope that Canadians recognize the force of Mr. Turner's appeal to restrain the rate of wage and salary settlements."

Alcoholism Programs Needed

A UIC official blames the social stigma attached to alcoholism for preventing industry from devising programs to combat the spread of the illness.

Allan Clemens, co-ordinator for the Unemployment Insurance Commission's Pacific Region employee counselling program, maintains that the general public takes a moral view of alcoholism rather than regarding it as an illness. He says this makes it

more difficult to persuade an alcoholic to seek treatment.

He says the situation leads to individuals and companies trying to conceal the effects of alcoholism until it is necessary to fire the employee, a situation that he believes could be improved with a clear-cut rehabilitation program for alcoholics in industry.

Clemens says that unless industry offers a solution, the alcoholic's ability to entrap friends, family, and work associates in a web of excuses, is maintained.

He suggests employers require supervisors to report a suspected alcoholic to a doctor for diagnosis of his "problem" and, if it is alcoholism, that a treatment program be made a condition of his continued employment.

Clemens says employers can expect a 70 per cent success rate for employees participating in alcoholism treatment programs.

He recommends that union representatives, supervisors, a counsellor, and medical authorities be a part of the rehabilitation team.

Experts agree that alcoholics are absent from work three times more often than other employees, are twice as likely to have an accident on the job, and are likely to die 12 years sooner than the non-alcoholic.

The loss of productivity due to alcoholism among workers is estimated to cost Canadian business up to a billion dollars a year.

Pension Plan Problems

An article in the *Financial Times* says that final-average pension plans, generally speaking the best to be had in industry today, may be the next victim of inflation.

Final-average plans are those in which a pensioner's benefit is a percentage of either his final earnings, an average of his earnings over the final few years of employment, or an average of his best earning years. They accounted for 15 per cent of the 2.8 million members registered in Canada in 1970.

Their present problems stem from higher-than-anticipated wage increases since 1973, combined with a decline in investment revenues. These developments have drained many pension funds of the long-term resources they need to satisfy government regulations.

Pension plans generally have suffered from inflation, but the article, by Clayton Sinclair, says final-average plans have been hurt the most: "Their payout is not based simply on whatever a given premium will provide. Instead it depends on what a plan member is earning near the end of his career."

B.C. Labour Code Amendments

The B.C. government has introduced amendments to the provincial labour code to permit professionals as well as farm and domestic workers to organize into unions. The amendments would remove a clause that had excluded these groups from the code.

Another amendment would permit the minister of labour, through the labour relations board, to designate essential services and order that they be maintained in labour disputes involving police, firemen or hospital workers.

The amendments also stipulate that when a union is organizing it can apply for a freeze on the terms and conditions of employment for a group of workers as soon as it launches its organizing drive. Previously, an

employer had to be convicted of using unfair labour practices before such a freeze could be ordered.

The amendments provide that even in a closed-shop situation, no employee would be fired because he was suspended or expelled from one trade union because of his membership in another.



B.C. Unions Grow

Six of every ten workers who joined British Columbia's labour force since 1972 now are union members.

The provincial labour department also reports that 43 per cent of the labour force is organized. The highest percentage, 53.9, was in 1958.

The department says 63,755 union members have been added to the workforce since 1972, the year the NDP government took office.

Since then, the provincial labour code has been amended to enable unions with 35 per cent of a bargaining unit signed up to apply for certification instead of 51 per cent, and to grant immediate certification without a vote to unions applying with a majority signed up.



White-Collar Attitudes

Unions in North America have failed to invent a model of labour relations that doesn't violate the culture and value system of the white-collar worker, according to behavioral scientist, John C. Sawatsky.

He told a group of life insurance executives in Toronto that "unions still have the image and cultural carry-over of blue-collar strategies including hard-bargaining, strikes, threats of strikes,

formal grievances, and legal processes such as arbitration.

He implied that such tactics do not hold much appeal for the white-collar worker.

Sawatsky admitted, however, that an increasing proportion of government clerical employees, teachers, and university professors are now organized.

On the subject of women and unionization, Sawatsky said "a large segment of white-collar employees are women who generally do not have a tradition of problem-solving with hard methodologies.

"The long-run future is something else because generally speaking, our society is moving quite rapidly toward using force for problem-solving and women have not been standing idly by."



Calif. Farm Legislation

California has passed legislation giving farm workers some of the rights most other workers have under the National Labor Relations Act.

The new Agricultural Labor Relations Act gives farm workers the right to choose which union they want to represent them. They will exercise their choice in state-supervised secret ballots seven days after more than 50 per cent of the workers on a farm have petitioned for union representation.

Cesar Chavez, the leader of the United Farm Workers, cut short a Canadian tour to return to California when the legislature passed the Act. He is heading an organizing drive to win back close to 400 contracts lost to the International Brotherhood of Teamsters in 1973. The California supreme court has held that there

was collusion with the growers in some of the Teamster contracts.

Election petitions will be considered only during high-season employment, when the workforce is at least half of the farm's peak employment during the year. A rival union can get its name on the ballot by signing up 20 per cent of the workforce on a farm. Strikes for representation without an election are prohibited, but once a union is certified, it is free to strike anytime, including harvest time.

A five-member agricultural labour relations board, appointed by the state governor, will supervise the elections and hear complaints of unfair labour practices.



Too Much Noise?

U.S. News and World Report says the outcome of a dispute within the federal government could affect the hearing of millions of U.S. workers.

The Occupational Safety and Health Administration (OSHA) wants to retain the existing standard for noise limits—90 decibels—averaged over an eight-hour day. But the Environmental Protection Agency (EPA) says the limit should be only 85 decibels.

Decibels are units for measuring noise, with zero representing the threshold of hearing and 130 the threshold of pain.

Although the difference of only five decibels seems insignificant, the contrast in sounds between 85 and 90 decibels is actually enormous. According to one OSHA expert quoted by *U.S. News and World Report*, the 90-decibel standard allows 2.6 times as much noise as the 85-decibel level.

The weekly news magazine says an engineering study commissioned by OSHA reached these conclusions:

- Approximately 770,000 more manufacturing workers would be saved from hearing impairment if the 85-decibel standard were adopted rather than the 90-decibel average. Not counted were tens of thousands of workers in other occupations including transportation and trucking.

- The cost to manufacturing firms of complying with the 85-decibel average would be \$31.6 billion, or \$19,286 for each employee whose hearing remains undamaged.

Whichever standard is adopted, it won't protect all workers from noticeable damage to hearing. The EPA says that would require a noise standard of 75 decibels.

But OSHA contends that only a bare minimum of workers will suffer hearing loss if exposed to an average of 90 decibels of noise each working day. A study, by an English scientist, of 19 British and American industries reportedly found that only the most sensitive 2 per cent of all workers could expect to lose hearing ability after exposure to 90 decibels of noise at work for over 30 years.

Occupational Diseases Spread

A U.S. medical research team found three of every ten factory and farm workers it examined had diseases that appear to have been caused by work conditions.

The researchers from the University of Washington examined 908 workers in factories and on farms in the states of Washington and Oregon.

Their research was made possible by a \$190,000 grant from the National Institute of Occupational Safety and Health.

More Women Sought

The Public Service Commission wants Cabinet to grant it a special mandate to launch an "affirmative action" campaign aimed at employing more women in the top ranks of the federal government.

Commission chairman, John Carson, said Cabinet approval is being sought for setting minimum quotas and targets on the number of females hired, because such quotas and targets are usually viewed as contrary to the prevailing merit principle.

The move to employ more women in the federal government is prompted by figures in the recently-released annual report of the Public Service Commission indicating few women are being promoted into the top ranks of the public service.

Irene Johnson, a member of the Public Service Commission, told the House of Commons miscellaneous estimates committee that more than 98 per cent of top government jobs are still held by men.

Johnson, one of three women currently holding the rank of deputy minister, noted that 20 women are now in the government executive (SX) category, however, compared with nine in 1973.

She said she was encouraged by the increasing number of women in the middle-management range earning \$15,000 to \$20,000 a year, but noted that most female government employees are support staff in the lowest paid categories.

Women and Unions

Women cannot expect unions to fight their battles for them until they are ready to assume their share of the work in the trade union movement,

Rosemary Brown told a Toronto conference on Women in the Labour Force.

Brown, MLA for the riding of Vancouver-Burrard, told the conference that "it is essential that women in the movement stop relying on men to do the work for them."

She said that the kinds of things the women's movement is fighting for "can be handled better through contract negotiations."

Brown also urged the more than 300 delegates to the conference, sponsored by the Labour Council of Metropolitan Toronto, to "make certain that every collective bargaining agreement ensures a non-discrimination clause."

Older Women Valued

Close to 45 per cent of all working women in the U.S. were over 40 last year, and a survey of 1,400 of them indicates they are in demand as employees.

Almost 27 per cent of the sample had worked for the same employer for at least three years, 20 per cent for five years, and 9 per cent for 20 years or more.

"Employers today are more aware of the value of older women, the study said. "Dependability and serious attitudes are as sought after as experience. Older women have more time to devote to their work, are more conscientious and settled. Many have grown children, therefore fewer distractions."

The median income of the women surveyed was \$4,500 for those with elementary school education, and \$8,700 for those with some college study. Only 2 per cent earned \$15,000 or more.

Testing Job Bias

The Canadian Union of Public Employees has published a check list to help workers determine whether they are discriminated against. It is described by the union as an attempt to make International Women's Year more meaningful for working class women.

The ten items in the check list include: Are women paid less for substantially the same work as men? Are jobs classified as heavy or light and are light jobs paid less and automatically assigned to women? Are a man's dependants covered by insurance plans but not a woman's? Have women been told they would not be hired, promoted, transferred or given certain jobs because: they have children; they might miss too much work; they might quit if their husbands are transferred; they might not take their work seriously because they are not the family's "primary" breadwinners?

EEOC Takes Hard Line

Business Week reports the U.S. government is taking a hard line against discrimination in employment. The Equal Employment Opportunity Commission has told Congress it will file suit against 400 employers next year, almost twice as many as expected in 1975.

The American periodical says employers may not question job applicants about race, colour, sex, religion, age or national origin unless they are bona fide occupational qualifications, as for example age and sex in the hiring of an actress or fashion model.

It also points out that an employer can be sued for turning down an applicant because of the quality of a military discharge or because of a military conviction.

And it publishes a list of interview guidelines that shows, among other restrictions, that job applicants cannot be asked whether they are married, single, divorced or engaged, or whether they are living with anyone. Nor can they be asked their age or whether they own their home.

Sex Discrimination Ban

A Bill to ban sexual discrimination is expected to be passed by the British Parliament in the fall. The Equality for Women Bill is aimed at outlawing sexual discrimination not only in employment, training and housing but also in the provision of credit, insurance and several other services.

The legislation would establish an equal opportunities commission under the Home Office, and provide access for aggrieved parties to county courts or, in cases related to employment, to industrial tribunals.

The bill would be enforced immediately on passage. And late this year will end the five-year period of grace on enforcement of the Equal Pay Act, passed in 1970 to provide for equality of remuneration, work allocation and hours of work.

EEC Agreement on Worker Participation

The European Economic Community has reached agreement on proposals to give workers a greater say in how their companies are run.

The key proposal is that firms operating in two or more countries would register under an EEC statute instead of under national company law.

The statute would require a two-tier company structure: a supervisory

board with power to hire and fire, and a management board.

One third of the supervisory board's members would be elected by the employees and one third by the shareholders. The rest would be independent members chosen by at least two thirds of the combined votes of shareholders' and employees' representatives.

The Economist says several multinational companies are keen to use the option because it would allow them to plan with greater certainty; "They reckon that when and if it becomes law it is less likely to be amended than national company law since any changes in it will need the agreement of all nine member states."

Hidden Jobs

Avoid personnel offices, and look in the «hidden job market.» That's the advice an expert in career planning gives to people looking for work in times of high unemployment.

James I. Briggs, Jr., director for the centre of career planning and placement at Georgetown University, Washington, D.C., was interviewed by *U.S. News and World Report*.

He said personnel offices are not in the business of hiring people but of screening people out. Job applicants should circumvent them and try to establish some kind of relationship with the person who ultimately does the hiring for a particular job.

Briggs said only 20 per cent of all job vacancies that exist at any one time are listed in the traditional sources of job information—classified ads, private or public employment agencies, and college or university placement offices.

Job applicants should use these traditional sources, but they should also make contacts with employers in

the fields in which they want to work, and let their abilities be known.

Eco-Spasm

Alvin Toffler, the author of *Future Shock*, says the industrial nations of the West are in for a long period of "non-serenity".

"It's a mistake to look at our present situation and see it simply as one more economic recession," he said in an interview with *U.S. News and World Report*. "Industrial society is going through a profound breakdown and transformation."

Toffler used the term "eco-spasm" to describe the current situation: "an economic shake-up in the midst of an ecological crisis, technological and political upsets, and revolutionary changes in family structures, values, sexual attitudes, and military and geopolitical power balances."

He does not rule out the possibility of violence when there is large-scale unemployment side by side with prosperity, "or when change is so rapid that the uncertainty and unpredictability in society become unbearable."

He also says planning will be needed to cope with eco-spasm, but not economic planning divorced from ecological, family and global-relations considerations.

Nor would "elitist" planning from the top down work. Toffler says it has to be done by "anticipatory democracy"—decentralized, democratized attention to the future.

He said more attention should be paid to experiments in Hawaii, Iowa and Washington State where politicians have been consulting thousands of citizens for policy proposals.

Chairman Ryan

The Quebec government has appointed Yves Ryan, mayor of Montreal North, as chairman of the council of trustees that will oversee the trusteeship of four construction union locals for three years.

The trusteeship was recommended by a three-man commission that studied violence in the construction industry.

In a statement, the Canadian Labour Congress executive council, while condemning corruption and violence within some locals, said that instead of imposing a trusteeship, the government should have created a supervisory commission that would allow labour to set up its own trusteeship.

The locals involved are: Local 144 of the United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry; Local 791 of the International Union of Operating Engineers, and Local 1677 of the Interprovincial Brotherhood of Electrical Workers. The Montreal local of the International Union of Elevator Constructors was already under trusteeship, and the legislation merely extended it for three years.

In addition to Ryan and the secretary of the council, Gille Guevremont, there will be two trustees from each of the four unions on the council.

Labour Education Centre

The B.C. government has introduced legislation to establish a provincial labour education centre. Labour Minister William King says it will be modeled after the Labour College of Canada in Montreal, of which he is a graduate.

According to the legislation, the centre is intended to "improve the art of

collective bargaining" and generally foster improved labour relations.

Britons Try Flextime

The adoption of flexible working hours or "flextime" is on the increase in Britain, according to the London Press Service.

About 500 British employers with a total of 100,000 employees are reportedly using the system in which the working day is divided into "core hours" when everyone must be at work, and "flexible time" during which the employee can choose whether to be at work or not.

Each employee, however, must be at work an agreed-upon total number of hours a day or week.

Employee acceptance of the system in Britain is reportedly high and a survey has revealed that most employers using the system are satisfied with flexible hours. None are contemplating a return to "fixed hours."

The British civil service is among the employers experimenting with flextime, and about 3,000 employees in 24 local offices of the Health and Social Security Department were among the first to test the system.

Currently, only about 1 per cent of British workers have the choice of flexible hours, compared with 6 per cent in West Germany and 40 per cent in Switzerland.

Provincial Policies Rapped

The Ontario Federation of Labour has warned the Ontario government that organized labour will resist attempts to erode workers' living standards.

In its annual submission to the cabinet, the federation, which has

800,000 members in its affiliated organizations, warns that the government will encourage "confrontation and smouldering discontent" if it does not amend the province's "outmoded, unworkable and unsatisfactory" labour legislation.

The brief said the province's workers have a right to laws that will guarantee them effective organizing and bargaining rights, and it repeated an early statement by the federation that Ontario's labour law "is among the most repressive and oppressive in the Western industrialized world."

The brief was critical also of other provincial policies and programs: Government action "has not reduced substantially the purchase of land by foreigners." On housing, Ontario has "passed the buck" to Ottawa. On agriculture, the government has done little or nothing to determine "who is ripping off consumers and farm workers." On employment standards, "the only changes in existing legislation were for the worst."

The 29-page submission conceded that the government had made "minor procedural changes" to some legislation in response to the 1974 brief. But it criticized the government's "almost insensitive and lackadaisical attitude" to mine safety, lead poisoning and asbestos contamination.

Canadian to ILO Post

Canadian labour educator, John Whitehouse, has been named chief of the ILO Workers' Education Branch at the International Labour Office in Geneva.

Whitehouse says his major aim in his new post is "to ensure continuity and development of the Workers' Education Program as a major source of strength for the ILO, to help the trade union movement to promote the education of its members, to create

labour competence where it does not yet exist, and to improve it where it is already to be found."

In Canada, Whitehouse was Dean of Niagara College and head of the School of Labour Studies in Welland.

Whitehouse also served with the National Education Advisory Committee of the Canadian Labour Congress, was chairman of the Education Committee of the Ontario Federation of Labour, and served as vice-president of the OFL.

In 1967, Whitehouse was appointed to the Board of Governors of the Ontario Institute for Studies in Education, and was awarded the Centennial Medal by the Secretary of State in recognition of his valuable service to Canada.

Human Rights Publication

Canadian human rights legislation, both federal and provincial, is outlined in a new publication of the Legislative Research Branch of the Canada Department of Labour.

The 70-page report, entitled *1975 Human Rights in Canada, Legislation and Decisions*, also provides a sampling of pertinent decisions by courts and tribunals.

It is available by mail from Information Canada, Ottawa, and at Information Canada bookshops in several cities. The price: \$1.75.

Federations of Labour Conventions 1975

Alberta—The Alberta Federation of Labour has drawn up its own version of what it thinks the province's labour relations Act should be. It was adopted by 500 delegates, representing 95,000 union members, at

the federation's annual convention in Calgary.

The federation is asking the provincial government to introduce legislation providing a minimum wage of \$3.50 an hour, and to implement the recommendations of a report on health and safety by a provincial government commission.

The model Act, prepared by the provincial labour federations of all four western provinces, is also expected to be proposed to the governments of Manitoba, Saskatchewan and B.C.

Neil Crawford, who became Alberta's labour minister after the government won re-election in March, told the delegates he expects many of the commission's recommendations will be adopted. He also said he intends to approach disputes without any "inflexible positions or preconceived ideas."

Among more than 160 resolutions adopted by the convention was one calling on Imperial Oil to accept an offer from an employee-owned company, Calgary Refineries Limited, to buy its Calgary refinery. If Imperial refused, the resolution asked the provincial government to introduce legislation forcing Imperial to sell the refinery.

Another resolution demanded that the immigration department refuse visas to foreigners to fill jobs at Alberta's Syncrude project as long as Canadians capable of doing the work are unemployed.

Reg Basken was re-elected president without opposition for his third full term. Elected vice-presidents were John Hubler, Bill Mack, Bill Broad and Doreen Heath.

New Brunswick—Despite the fatal shooting of two Moncton policemen last December, the New Brunswick Federation of Labour has adopted a resolution supporting the Canadian

Labour Congress in its plea for complete abolition of capital punishment.

The resolution, however, was the subject of heated debate among the 350 delegates to the federation's annual convention in Moncton, and it was adopted only after it was first referred back to a committee for an amendment specifying life imprisonment for convicted murderers.

Other resolutions adopted called for abolition of the Civil Service Act and the Civil Service Commission, re-implementation of the federal subsidy on milk, and government programs providing free drugs, dentures, hearing aids and glasses for the elderly.

A policy statement on wages and incomes condemned wage-and-price controls and recommended a minimum wage of \$3.50 an hour, a cost of living allowance geared to the Consumer Price Index in all social security benefits, and the reopening of collective agreements that do not expire "for a reasonable time" to provide for cost-of-living-allowance clauses.

Federation president Paul LePage, in his report to the convention, criticized a "deliberate campaign by some members of the legal profession" to hold up certification procedures before the provincial labour relations board.

"Not only have certain lawyers in the province continually offered their services to management as union-busters and constantly appeared before the board in this capacity, but the same element has made it a practice to encourage management to appeal board certification orders to the Supreme Court," LePage said.

LePage was re-elected president along with the entire executive, with one exception—Fred Hodges, who retired as a vice-president, was replaced by William Petrie. Others on the executive are secretary-treasurer Alvin Blakely and vice-presidents Garry



"I'm all for the four-day work week—that means we can't be called bums on the fifth day."

Murray, Tim McCarthy, John McEwen, Rolland Blanchette and Phil Booker.

P.E.I.—The Prince Edward Island Federation of Labour wants free ferry service to the mainland for residents of the island. A resolution to this effect was adopted by delegates to the federation's annual convention, in Charlottetown.

Other resolutions asked for government-operated, no-fault insurance, continuous federal inspection of all butcher shops and food processing plants, tighter enforcement of safety regulations in the construction industry, reinstatement of the death penalty for all convicted murderers, and the establishment of adequate day care centres.

The death-penalty resolution was adopted after a vice-president of the federation, Bob Crockett, a 10-year veteran of the Charlottetown police force, said armed robberies are increasing throughout the island.

Donald Montgomery, secretary-treasurer of the Canadian Labour

Congress, in an address to the convention banquet, reiterated the CLC's appeals for a guaranteed minimum income and an "adequate" retirement income for all Canadians.

Federation president Jim Gyurus urged the delegates to give labour strong leadership as a reform movement. He said at the present time the oil, food and real estate industries are rigging shortages and fixing prices.

And Floyd Buell, president of the P.E.I. Public Service Association, told the delegates government proposals for wage restraint were really proposals for "rage restraint" and that workers, faced with higher living costs, should not have this restraint placed on them.

Gyurus and Crockett were both re-elected. Others on the executive are treasurer Leonard Murphy, secretary John Lee, trustee Rita Lutz and vice-presidents Leo McCormick, Lorne Cudmore and Eugene Jessome.

Toward a New Economic Order

Within a generation, a substantial part of Canada's manufacturing activity—particularly the more labour-intensive operations—will be relocated in other countries, according to George Post, vice-chairman of the Economic Council of Canada.

Speaking at the annual convention in Toronto of the Canadian Manufacturers' Association, Post portrayed a Canada of the future producing goods demanding high technology rather than sheer manpower.

He listed three major influences on the country's economy during the next decade and beyond:

- A change in demographic patterns requiring a reorientation of industrial activities;
- Shifts in the location of production around the world;
- Changes in the expectations of workers, consumers and citizens, and more demanding standards of corporate conduct.

By 1985, Post predicted, Canada will enter a period of pronounced labour shortage, "perhaps more severe than that being encountered in other advanced nations." The rate of labour force growth will fall from an annual average of 3.3 per cent in the ten years 1964-1973 to 2.8 per cent in the 1975-1980 period, and, unless net immigration is "extraordinarily high," to less than 2 per cent annually in the 1981-1985 period.

This situation will be prompted by a pronounced decline in birthrates, exhaustion of the labour reservoir in the countryside, and a slowdown in the growth of the female workforce,

he explained. Although traditional sources of immigration are drying up, Canada is unlikely to take in larger numbers of immigrants from Asia, Africa, Latin America, and the Caribbean.

"The evidence we have on situations of this kind in the past," he told delegates to the CMA meeting, "suggests that a population slowdown tends to produce a climate of uncertainty, which contributes to a slowdown in capital expenditures, leading to a deterioration in the average performance of the economy.

"Given the goal of full employment...this slowdown seems likely to give rise to destabilizing forces as governments try to restimulate demand in order to avoid unemployment. Their efforts will, however, bring to light an increasing shortage of labour, capacity constraints, and rising wages."

Meanwhile, the developing countries are likely to compete much more aggressively in international markets for manufactured goods, so that within 10 years Canada will probably no longer be producing basic commodities such as automobiles, trucks, standard electrical and electronic appliances, textiles, clothing and footwear, office and home equipment. They would be moved to low-wage, labour-abundant countries.

Post described Hong Kong, Taiwan, Korea and Singapore as "efficient producers of a wide range of consumer goods and other items of adequate to excellent quality." Brazil, Mexico and other Latin American countries are on the way to becoming "major economic performers." Iran, Algeria and Nigeria have the potential

to turn their oil revenues into accelerated development of industry.

"This new trend of events will no doubt be spearheaded by...the multinational corporations, whose global reach makes possible a shift in international production logistics with only minor changes in their distributional and marketing arrangements."

Although the transition to a new economic order is likely to be difficult and destabilizing, Canada should adapt to this prospect rather than fight it, Post believes. "Our future prosperity and our relations with the developing countries are dependent on our doing so."

Like other countries that are short of labour, Canada will have to concentrate on areas of production where the quality of the workforce is more important than its size.

"Our response...must be to use our manpower more effectively and to specialize more in areas of our greatest comparative advantage, while increasing our imports of standard processed goods—a trend that would be consistent with the current evolution of our society and the evident preferences of our people."

For the manufacturing industry as a whole, survival will depend on a shift to high technology industries where a number of Canadian firms, not all well known, are "coming up to achieve international standing." Construction-related activities and capital goods such as transportation equipment and communications are some areas where Canadian firms would be able to compete successfully with foreign manufacturers.

Future prosperity depends also on products linked to Canada's resource base. Many of the country's primary industries are "well placed to succeed in the post-industrial system." They are mostly organized already into powerful multinational corporations, their output is likely to be in growing demand as industrialization proceeds overseas, and they "involve heavy employment of quality labour."

Post pointed out that the geographical shift in the location of industry conforms with the "global need to reduce the disparities and tensions between developed and developing nations.

"There seems little hope of accomplishing any real breakthrough on this geopolitical issue by relying solely on government aid and transfer payments. World peace may depend upon 'trade not aid'."

The change is also consistent with the aspirations of young Canadians for jobs that require "a fair amount of education and training," and that promise to provide interesting and varied careers. In the post-industrial society toward which Canada is moving, most of the jobs will be "knowledge intensive" tasks involving a demand for specialized skill and training at all levels of management, operation and staffing.

Another important development is "the nature of the demands that people in the advanced liberal democracies are nowadays making on their societies." Post believes that "people are no longer content simply with a rise in material wealth, regardless of the costs that this may involve in non-economic terms."

A shift in social values is already apparent in Canadians' growing concern over pollution, safety, product

quality, regional disparities, domination by foreigners, and the distribution of power in society.

Over the past 10 years, these demands have been addressed largely to governments, which have responded by erecting "an impressive structure of new arrangements to improve the human condition.

"Now, however," Post continued, "I sense a widespread concern about the proliferation of the powers of government and about the cost of the bureaucracy that these functions have required."

From now on, he predicted, government is likely to focus to a greater extent on regulating the private sector toward socially desirable goals rather than on intervening directly to compensate for the "deficiencies" of the system.

International Labour Conference—1975

The foundations of a worldwide campaign to improve the working environment were laid by the 60th International Labour Conference, held June 4 to 25 in Geneva. The campaign is aimed at protecting the worker's life and health, giving him adequate free time for rest and leisure, and providing work that is personally satisfying.

In three weeks of negotiation, some 1,500 government, employer and worker delegates and advisers from 119 of the ILO's 126 member countries reached agreement on policy guidelines designed to benefit the majority of the world's 1,600 million workers.

In a policy declaration, they reaffirmed the right of women workers, who number more than 500 million, to equality with men in employment.

A convention and recommendation were adopted to promote the creation of organizations of rural workers, who are generally poor and unable to improve their working and living conditions because they lack strong organizations to defend them.

Another convention and recommendation were adopted to encourage ILO member countries to modernize their training and vocational guidance policies and programs so as to create a labour force that is able to adapt to changing conditions.

A third convention and recommendation set out policies to abolish the exploitation and illegal employment of migrants and to put them on an equal footing with national workers.

In his report to the conference, ILO Director General Francis Blanchard called on governments, employers, and trade unions to take urgent action to make work more humane.

The conference debate highlighted four types of action: improvement of rural working conditions in developing countries, reduction in the rate of occupational accidents, measures to increase job satisfaction, and the

preparation of new international labour standards on the working environment.

Blanchard pointed out that the long-term trend to fewer working accidents and illnesses had recently come to an end, with deaths still numbering some 100,000 a year in industry alone. "The figures are disturbing not only because of their size but also because they reveal a complete lack of progress," Blanchard said. He deplored lack of public interest in the problem. "Unfortunately, it has been found difficult to arouse public opinion to the gravity of the situation...people take only a passing interest when a particularly spectacular disaster occurs."

Common causes of accidents are falls, dangerous machinery, slow-acting toxic chemicals, radiation and the laser beam. Sectors where accidents are most frequent are mining, construction, engineering and farming.

Health hazards in agriculture include illness due to climatic conditions; repeated and prolonged contact with animals, insects, chemicals, certain plants; and enormous workloads, exertion and nervous stress.

"Moreover, wherever agriculture has been modernized there has been a large increase in employment injuries both through the aggravation of traditional hazards and through the appearance of new ones," Blanchard's report said. The most serious injuries result from accidents involving machinery and workers being crushed by overturning tractors. But agricultural workers in poorer countries are also exposed to undernourishment, poor education and insufficient health services.

Blanchard noted that workers, especially young people are no longer prepared to accept the traditional organization of work. Staff turnover, absenteeism, indifference to quality, falling productivity, aggressiveness and agitation "reveal strong resentment

against repetitive work, excessive pace, lack of promotion and the hierarchical structure."

He said "deep-seated dissatisfaction" is no longer confined to the unskilled industrial worker. "The assembly-line approach—the fragmentation of jobs and separation between planning and execution—is spreading from the factory to the office. Blanchard suggested close attention be given to alternative methods of organizing work. And delay in making improvements "is likely, far sooner than we realize, to lead to disruption and disorder in the social system."

New international standards might include the question of worker participation in decisions concerning safety and health, ergonomics and the humanization of work generally.

Change is needed not only in industrial countries but also in developing nations, which, if they act in time, may avoid the ills of industrialization.

The ILO director general pointed to the need for research into selected subjects such as limits for exposure to dangerous substances. Results of research and of analysis by the ILO could be circulated around the world. Blanchard also envisages safety teams moving from country to country investigating problems and giving advice. The international campaign to improve working conditions is going to demand determination and time—perhaps 10 to 20 years or more—Blanchard observed.

Marking International Women's Year, delegates drew up a plan of action to guide national efforts to achieve equality of the sexes in the work place. The plan asks the ILO to "collect and analyse such statistical and other data on women and men from the developed and developing countries as are necessary for reviewing the status of women workers and measuring their total contribution to economic and social life." Another resolution invites the ILO to study the need for new



Conference president Blas Ople from the Philippines and ILO director-general Francis Blanchard

international standards on equality of opportunity in employment.

A report by an ILO committee of legal experts says sex-based discrimination in wages is still widespread. And it was noted that a close relationship exists in each country or region between the condition of women and prevailing economic, social and cultural conditions.

The conference gave special attention this year to the implementation by member states of the ILO's Equal Remuneration Convention, 1951 (No. 100) and Recommendation, 1951 (No. 90). About one third of the ILO's member states have not yet ratified it, and in addition, nearly all countries are having trouble implementing the principle. Among such difficulties:

- Statistical data to measure the real discrepancies in men's and women's wages are generally lacking.
- Definition of the principle of "equal pay for work of equal value" is often imprecise.
- Even after the principle is accepted, discrimination is often reintroduced in a hidden form, as in the case of "light work" categories in which women are undergraded and underpaid.
- In many countries the labour market is still divided into jobs reserved for men and jobs traditionally held by women, which are usually at the bottom of the wage scale.

Member countries that ratify the new Human Resources Development Convention adopted by the conference will be required to provide training whenever it is needed throughout the worker's life. They will also have to co-ordinate their various vocational training policies and programs to promote employment and to attain economic and human development targets.

Training policies and programs planned according to the new concept would be backed by vocational guidance systems that can channel workers in the directions they are needed, and provide people with information on how and where they can best use their abilities.

The convention on migrant workers consists of two parts that can be ratified separately. The first part commits ratifying states "to suppress illegal employment of migrants" and to take measures against "illicit or clandestine movements of migrants for employment." Each state ratifying the second part undertakes "to declare and pursue a national policy designed to promote and to guarantee...equality of opportunity and treatment in respect of employment and occupation, of social security, of trade union and cultural rights, and of individual and collective freedoms for persons who as migrant workers or as members of their families are lawfully within its territory."

The convention invites member states to promote a social policy that takes account of the special needs of migrants until they are adapted to the society of the country of employment. ILO members should help migrant workers to be reunited with their families, take measures to prevent any special health risks to which migrant workers may be exposed, and give them and their families social service benefits on the same conditions as those enjoyed by nationals of the country of employment.

The new convention on rural workers commits ratifying states to "facilitate the establishment and growth, on a voluntary basis, of strong and independent organizations of rural workers as an effective means of ensuring the participation of rural workers, without discrimination... in economic and social development and in the benefits resulting therefrom."

ILO member countries "shall adopt and carry out a policy of active encouragement to these organizations," so as to eliminate legislative and other obstacles to their establishment, their growth and the pursuit of their lawful activities. Member countries shall also take steps to promote the widest possible understanding of the need to further the development of rural workers' organizations.

The new convention defines rural workers as those engaged in agriculture, handicrafts or a related occupation in a rural area, whether as wage earners, tenants, sharecroppers of small owner-occupiers, working the land themselves, or with the help of their family only, or with the help of occasional outside labour.

The recommendation says rural workers' organizations should be able to:

- take part in negotiations and consultations at all levels, and in the planning of rural development programs;
- promote access of rural workers to services such as credit;
- help improve education and vocational training;
- contribute to the improvement of working and living conditions;
- encourage the development of social security and basic social services.

The conference also adopted resolutions on human and trade union rights in Chile, rural development, the contribution of small and medium undertakings to economic and social progress, vocational rehabilitation and social reintegration of disabled or handicapped persons, industrialization, and future ILO action in the field of working conditions.

The conference discussed ways to promote the implementation of international labour standards through the establishment in member countries of tripartite machinery bringing together government, employer and worker representatives. It adopted conclusions as a basis for a draft convention and recommendation to be placed before next year's conference for adoption. The convention would require member states to establish and operate appropriate consultative procedures.

Work was started on agreements to be completed next year to encourage consultation and co-operation between governments, employers and workers in measures to improve the application of the 143 conventions and 151 recommendations which now make up the International Labour Code.

The conference adopted a net expenditure budget of \$143,982,000 for 1976-77 and elected a new and enlarged governing body for 1975-78. A constitutional amendment increased the body from 48 seats to 56 (28 governments, 14 employers and 14 workers), permitting broader geographical representation of the ILO's growing membership. Canadian Labour Congress President Joseph Morris was among the 14 workers' delegates elected to the new governing body.

The conference amended its standing orders to enable liberation movements recognized by the Organization of

African Unity or the League of Arab States to be represented at the general and regional ILO conferences.

Under the new rules, the conference heard addresses by representatives of the Palestine Liberation Organization and the African National Congress (South Africa).

Blanchard said the ILO was "not a political organization;" political aspects of social questions were considered to the extent necessary to achieve the social objectives of the organization, in accordance with tripartism and the

"scrupulous observance of the standing orders."

"May I be allowed to say that our organization merits neither an excess of indulgence nor an excess of severity for its actions or omissions. Let us refrain from any judgment, any attitudes, any measure which, while aimed at the organization, or intended to hamper its actions would at the same time affect those millions of workers who, as has repeatedly been said from this very rostrum, owe so much to the ILO, and the millions more who still expect so much from it."

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"I think we finally bridged the generation gap—we're both out of work."

Ottawa Conference

Renewed Interest In Labour Education



by Sharleen Bannon

A new era of union demands for improved formal labour education has begun in the Canadian labour movement after a 20-year gestation period.

Demands for paid educational leave for workers, increased public funding for labour education, and more collaboration between trade unions and post-secondary institutions, emerged from a recent Ottawa conference on labour education.

The demands, contained in a 10-point policy paper drafted at the conference, are now being studied by Labour Minister John Munro, the Canadian Labour Congress, provincial governments, and some universities and community colleges.

Munro told the conference that "labour education is one of my most important concerns as minister of labour...

"My department is presently undergoing a thorough review of its role and goals and I know that the question of responsibility for labour education is one which will be receiving my very close attention."

This may indicate plans for increased federal funding and participation in the field of labour education, particularly by the labour department, which currently spends only about \$40,000 a year on labour education, in the form of grants to university professors and graduate students for research on labour matters.

The conference, attended by about 150 union officials and labour educators, was sponsored by the Canada Department of Labour, the Canadian Labour Congress, and the Canadian Association for Adult Education.

A formal report on the conference is expected to be published by the federal labour department sometime this fall. But it is likely to be several months at the very least before government, unions, or educators respond to the policy paper, or act on its proposals.

In the meantime, several issues, trends, and statements arising from the conference are worthy of note:



Munro—"one of my most important concerns"



Markle—"labour not well served"



Kidd—"IQ tests perverted"

Although the conference touched on the widest interpretations of labour education, its primary focus was on the right of workers to tertiary education, and on the relationship between unions and universities and colleges.

On the general issue of the labour movement's right to its fair share of dollars spent on college and university education, predictably, a consensus was reached.

The observation that "labour is not as well served by education as are other sectors such as business, the professions, or agriculture," was made by Gower Markle, director of education for the United Steel Workers of America.

His sentiments were echoed by Julien Major, executive vice-president of the Canadian Labour Congress, who added that unions, currently neglected by teaching institutions, should be recognized as legitimate representatives of Canadian society.

"Canadian society is polarized between a small minority of higher educated persons and the vast majority who haven't got this education. The latter group must bear the burden of taxation to educate the former. Unions have a right to make decisions affecting worker education."

In the same vein, Jean-Pierre Belanger of the Quebec Federation of Labour told the conference that the QFL has requested government funds for labour education in Quebec at least equal to the amount government spends on management studies in colleges and universities.

The fact that continuing education is available to and readily pursued by government officials, professionals, and management, but has usually been denied to workers, was pointed out by Roby Kidd, secretary-general of the International Council for Adult Education.

"Labour is not as well served by education as are other sectors such as business, the professions, or agriculture"

The conference noted, however, that there are some outstanding examples of labour education programs currently being offered in Canada.

The Canadian Labour College in Montreal, the Atlantic Region Labour Education Centre (ARLEC) at St. Francis Xavier University in Antigonish, Niagara College of Applied Arts and Technology in Welland, and the University of Manitoba in Winnipeg, emerged as model programs. Many of them were spawned at the last major conference on labour education held in 1956.

Each of these programs is governed by boards with equal representation from labour and the associated college or university, a policy the conference made clear is to be continued and nurtured in these and future programs.

The variance in academic stature, course content, and duration, however, was evident in examining the existing programs, revealing a somewhat fragmented approach to labour education in Canada.

Intended primarily for union officials, the Canadian Labour College, a joint program of McGill University, University of Quebec in Montreal, and the CLC, awards a certificate on completion of an eight-week residential course.

The ARLEC program offers two-week courses also geared to senior union officials. Niagara College awards a certificate in labour studies on completion of an eight-course program, and the University of Manitoba awards a certificate in labour

studies on completion of a three-year program offered by its Faculty of Management Studies.

The issue of college or university-level credits, admission standards, degrees, and diplomas was discussed, but not resolved by the conference.

Kidd pleaded for the freeing of labour education in colleges and universities from what he termed "pedagogical impedimenta." He charged IQ tests and credits are often "perverted to exclude people" from the education to which they are entitled.

He also warned that "labour education cannot and should not be pursued for its own sake or in isolation," and urged more university-union co-operative approaches to education, which he said would benefit all of society.

Similar views were expressed by Herbert A. Levine, director of the Labour Education Centre at Rutgers University. He rejects any notion that universities should offer labour programs on a non-credit basis or "that trade unionists should go to school for learning's sake and everyone else for degrees."

Unions have a right to make decisions affecting worker education

Levine's stand in support of recognized degrees and diplomas for labour studies was upheld by another American, Fed Hoeler, director of the AFL-CIO Education Centre in Washington, D.C. Hoeler said he considers it a step forward for the labour movement that his institution, funded solely by the AFL-CIO for its members, offers degree programs in labour studies in conjunction with major U.S. universities.

An opposing view was expressed by Michel Lizée, a professor in the Department of Continuing Education at the University of Quebec in Montreal. He was adamant that universities should offer labour programs on a non-credit basis; otherwise the university could perhaps control labour education through academic standards. Lizée said many university requirements and standards are not appropriate to an action-oriented group like unions.

Clearly, Canadian trade unionists are faced with the decision of whether or not they want Canadian universities and colleges to establish degree and diploma labour studies courses. If they decide in favor of degrees and diplomas, it would be a departure from the current labour education programs that are generally of a short-term, non-academic nature.

In addition to the conference's demands for increased public funding, was the demand for paid educational leave for rank and file members as a legislated right or as a guarantee under a collective bargaining contract.

The demand for paid educational leave by Canadian labour is in accord with the convention adopted by the 1974 ILO conference and which has yet to be ratified by Canada or any other ILO member.

Herbert A. Levine, director of the Rutgers University Centre for Labour Studies seemed to surprise many delegates when he told them the practice of paid educational leave is not unknown to many unions in the U.S. and Europe.

"Unions have fought for wages and working conditions, for health and safety provisions, for legal services, and for other fringe benefits. Only recently have they discovered that education too, is and should be, a collective bargaining fringe benefit."

He said a New York City local of the International Brotherhood of Electrical Workers has bargained for 1 per cent of the company's payroll to be allocated to a \$10 million-a-year workers' education fund.

He also told of a plumbers' union in the U.S. that has negotiated an education fund into which the employer pays 11 cents an hour per employee for the purpose of upgrading the skills of plumbers.

Continuing education is available to and readily pursued by government officials, professionals, and management, but has usually been denied to workers

Levine urged Canadian union leaders to demand all ranges of paid education for workers—high school equivalency, trade union education, skill-upgrading, and university or college. Unions can and should negotiate hundreds of millions of dollars for worker education, he asserted.

Despite these demands for employers to share the cost of worker education, and for a greater share of tax dollars for labour education, the conference policy states, somewhat paradoxically:

"The primary responsibility for workers' education and training lies with the labour organizations."

Nevertheless, the conference made it clear that the labour movement wants a strong voice in influencing the education of its members in publicly-funded institutions at the college and university level.

Union spokesmen at the conference stated, however, that they neither want

OECD Views on Worker Education

A more coherent philosophy for adult education and training opportunities is now urgently needed—not as a second-class supplement to the formal education system, but as a closely co-ordinated part of a broader education system...

Such an approach can be effectively implemented only in conjunction with supportive policies in the work situation. In particular, it requires effective provisions for educational leaves of absence, and some degree of industrial representation to ensure that every worker has a fair chance to exercise his rights.

New patterns of finance will be needed if such approaches to adult education are to be implemented effectively. The large amount of training that already takes place in enterprises has a significant impact on the earning capacity of those who receive it. ...Public policy should ensure an adequate overall level of training opportunities and a reasonable social distribution of such opportunities, and assist in the more effective integration of education and employment.

A significant policy development in this field is the 1971 French law on continuing education. This allows up to 2 per cent of a firm's labour force to be away on educational leave of absence, and provides for a minimum proportion of the wage bill—at present 1 per cent rising to 2 per cent by 1976—to be

devoted to the financing of such leave. The law is still in its infancy, results are only beginning to emerge, and it is difficult to estimate how much of the increase in training opportunities is due to the law's initiative.

A similar law, passed in 1973 in Belgium, gives all full-time workers under 40 who are studying in the evenings the right to be absent from work, on full pay, for a certain number of hours.

In Germany, the Labour Promotion Act of 1969 constituted another step toward establishing the right of employees to take up education, with extensive compensation for expenses and loss of pay, although... an analysis of the participants in 1970 reveals that younger employees (those under 35) are the most heavily involved and that people with the least amount of formal education are under-represented.

Other significant developments include the 1974 agreement reached in Italy between employers and the Confederated Metalworkers Union, giving workers the right to 150 hours of paid educational leave over a period of three years, and the recent law establishing a general right to leave of absence for educational purposes.

Even if provision were made along the lines of the above examples, would adults be ready to take these opportunities? This is a crucial question because full-time education is expensive, both for individuals who might have to

forego income and for employers or governments who compensate them for loss of income. Security or re-entry into employment and protection of seniority rights are therefore key issues...

One solution to these concerns is part-time courses. But experience shows that many employees find it hard to attend courses regularly, even where specific arrangements are made to release them. Others are unable to satisfy the requirements because they live outside the large metropolitan areas that can provide a wide range of facilities. Some, quite naturally, find it difficult to get down to study after a hard day's work, particularly when the journey to work and back is a long one. For all these reasons, the drop-out rate from adult part-time courses is normally very high.

In the long run, the key to releasing any pent-up demand is likely to be a positive and active attitude on the part of employers and trade unions, which would place education and training in the context of career development for substantial numbers of working people.

*From **Education and Working Life in Modern Society**, a recently-released report on the relationship between education and employment, prepared by an ad hoc group of the Organization for Economic Co-operation and Development (OECD). Sylvia Ostry, Canadian deputy-minister of Consumer and Corporate Affairs, was a member of the six-person international group that prepared this report.*

nor expect universities or colleges to offer what they term "tool courses" such as shop steward training, which they regard as an internal responsibility of the unions.

The conference dealt also with the need for research on labour-related matters. Jean-Guy Frenette of the Quebec Federation of Labour noted that the union movement is increasingly pressed to do more research: "We are pressed on all sides to find solutions to all manner of social problems...more and more, unions are expected to contribute to shaping our society."

He urged unions to carry out their own research because, he said, it is quite incompatible with university-style research; but some joint research programs could be successfully undertaken, particularly at IRAT-

Education is and should be a collective bargaining fringe benefit

l'Institut de Recherche Appliquée sur le Travail.

IRAT is an independent institute sponsored and administered by the QFL, CNTU, University of Montreal, McGill, Laval, University of Quebec in Montreal, and the Quebec Teachers' Federation, and receives financial assistance from the Quebec Department of Education.

Frenette maintained, however, that unions should undertake their own research in the fields of income security, labour law, safety and health,

and economic aspects of labour relations.

Yves Dulude, director of IRAT, sees no point in unions attempting to duplicate the scientific research facilities of universities, but says that unions should have access to these facilities and that universities owe it to labour to do the scientific and medical research labour requests.

Lizée, from the University of Quebec, said his university, which recognizes its responsibility to unions, offers extension courses on labour education and undertakes research the unions request.

On a more general topic relating to labour and education, delegates to the Ottawa conference called for increased awareness of the contributions of trade unions to Canadian history and

Kaplansky's View

Obviously adult education is relevant to trade unions. As a matter of fact it is an essential element in their continuing struggle to survive and grow. But because of its very importance it cannot be treated lightly by universities, or for that matter any outsiders.

No free trade union will knowingly permit a university or any other agency to determine the content and delivery system of its membership education without adequate consultation and participation.

It has become quite obvious that in order to establish meaningful dialogue and co-operation with organized labour,

educators cannot hope to achieve a minimum of success if they do not:

—become intimately and thoroughly familiar with their constituency, their problems, aspirations and frustrations;

—involve the trade unions concerned in a genuine process of consultation and joint co-operation.

The concept of paid educational leave for employees is no longer a dream, but has now become a reality in many countries...The implications of this new concept are quite evident. Namely, that working people should have the right to educational opportunity without having to give up their jobs or to sacrifice their income or any other benefits.

It is not a privilege to go to school, it is a right. Second, workers must have the right to decide for themselves what the educational program shall be.

Education and training programs should be developed with the three-fold objective of being relevant to the national interest, to the specific industrial enterprise or other workplace, and last but not least...to the needs of the individual as an intelligent member of his society.

Kalmen Kaplansky

Director, Canada Branch, International Labour Office. The above is quoted from a recent speech to the Annual Meeting of the Canadian Association for University Continuing Education.

suggested that they be mentioned in primary and high school text books.

The delegates said labour history and the philosophies behind it are valid, though neglected, subjects that should be taught in Canadian schools.

A general assessment of the union movement's views on labour education in Canada was made by Coolie Verner of the Adult Education Research Centre at the University of British Columbia on the basis of his research:

"Although some have done so, the majority of unions in Canada have not formulated or implemented a specific policy on the role of education.

"Too many unions at all levels do not recognize and accept the fact that education is an indispensable prerequisite to all other matters of concern...

"The education of union members often appears to occur sporadically and unsystematically with a resultant waste of effort and resources.

"This occurs because there are so many diverse units involved in education at different levels, and there is a need to maintain a concerted, co-ordinated, and articulated approach to union education."

Some of the challenges facing those who wish to expand and improve labour education in Canada were

"The education of union members often appears to occur sporadically and unsystematically"

summarized by Brian Pearl of the Economics and Research Branch of the federal labour department in a background paper for the conference: "[Labour education] will require increasing interest on the part of governments, universities, and the union movement for the immediate and long-range future, and the securing and application of new

resources, both intellectual and financial.

"The challenges and needs of labour education are greater than ever before, but so are the resources that can be brought to bear and also, it would appear, the desire of all the parties involved to co-operate in continuing and expanding their efforts to meet that challenge."

Some labour education projects currently in the planning stage include a labour education program under the sponsorship of the CNTU, QFL, and University of Quebec; a B.C. Labour Education Centre supported by the B.C. Labour Department; and a proposed National Institute for Labour Studies and Research at McMaster University in Hamilton.

The outcome of these plans, together with the responses of government, labour, and educational institutions to the proposals made by the conference are likely to shape the direction of labour education in Canada in the foreseeable future.

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Faculty Members Turn To Collective Bargaining



by Roy LaBerge

Professors on several Canadian campuses are seeking collective bargaining rights under provincial labour legislation despite allegations from some critics that this will move them from a position of professional privilege to a master-servant relationship.

Unions for professors are not new. The faculty union at Notre Dame University in Nelson, B.C., the first ever certified in Canada, is negotiating its fourth one-year contract. Professors at St. Mary's University in Halifax are

From a position of professional privilege to a master-servant relationship

also represented by a union. And between 60 and 70 per cent of French-language faculty members in Quebec are represented by

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organizations with full collective bargaining rights.

But talk of unionism among professors was given fresh stimulus during the 1974-75 academic year when administrators of several universities said they might have to reduce teaching staff in the face of a tightening financial squeeze.

Hence this situation on Canadian campuses as the 1975-76 academic year approaches:

In Ontario, professors at Ottawa's Carleton University, through their Academic Staff Association, have been granted certification. Faculty members at the University of Ottawa and at York University in Toronto have voted

to seek certification and are expected to make formal applications soon. Professors at the University of Windsor and at Lakehead University are considering the possibility of following suit.

In New Brunswick, St. Thomas University has challenged the certification of its professors' association by the provincial labour relations board, on the grounds that universities are not subject to labour relations law. The professors await a court ruling.

In Manitoba, the faculty association at the University of Winnipeg has won certification and is negotiating its first contract.

In Saskatchewan, the professors' association is studying its status under provincial labour law, and intends to seek certification. The Manitoba Act states that a union has voluntary recognition in fact if it has been bargaining over a certain period of time and under certain conditions.

Unionism would contradict the move by professors for a greater share of university government

At the University of Alberta, the professors' organization can not be certified under the labour relations act because the university is considered a public institution. The association has the right, however, to negotiate with the provincial government on a limited number of issues.

At the University of British Columbia, the professors applied for certification but then changed their minds in a narrow vote. Instead, they now are seeking an alternative route, somewhat similar to the Alberta pattern. Simon Fraser University faces the possibility of having to deal with a professors' union—even though faculty members have not sought one — because of a proposed merger with Notre Dame.

However, professors at two of the country's biggest universities—McGill in Montreal, and the University of Toronto—have not applied for certification. But the Graduate Assistants' Association at the University of Toronto has been recognized as bargaining agent for more than 2,000 graduate and undergraduate students who are paid, part-time teaching assistants, tutors, markers, instructors, and laboratory assistants.

The certification of this class of "teacher- student" is believed to be the only one of its kind in Canada, although similar groups have been certified in at least two universities in the United States. An increase in certifications of this type could further complicate the situation in which non-unionized professors would find themselves.

James Eayrs, a political scientist at Toronto, describes the idea of professors forming a union as "preposterous".

He is by no means a lone critic of professors' unions. Many faculty members feel a loss of status in having their negotiators line up with representatives of cleaners and secretaries to wait their turn at the bargaining table.

A case against the unionization of professors has been strongly stated by Jeffrey Holmes, executive director of the Association of Atlantic Universities. He is also a member of the committee on academic freedom of the Association of Universities and Colleges of Canada.

A strike by professors would fail because "university students don't need baby sitting"

Holmes, who stresses that his position is a personal one, maintains that professors will lose their professional privileges if they join unions. Collective bargaining "is contrary to the spirit of the professor and the university," he says.

Holmes puts forward these arguments against unionism:

- Professors will find working conditions, as well as salaries, subject to collective bargaining.
- Collective bargaining seems to contradict the move by faculty during the 1960s for a greater share of university government: "It seems impractical for workers to bargain with a management group on which they will have representation."
- A strike by faculty members would not succeed because university

attendance is not compulsory and because "university students, unlike elementary and secondary- school students, do not need baby sitting." He also finds neither strike nor lockout to be "appropriate in an institution dedicated to the use of reason."

Holmes put forward his arguments in an article in *University Perspectives*, the University of New Brunswick's fortnightly periodical.

They do not, however, impress Jill Vickers, an associate professor of political science who led the move for recognition at Carleton University before she stepped down as president of its faculty association in June.

She says professors have always had a master-servant relationship with the universities "in contract as well as in reality". The department of national revenue recognizes this by taxing faculty members as employees rather than as self-employed professionals, she argues.

And she maintains that faculty members gained little in their efforts to attain representation on university governing bodies: "Often junior people are elected to the Senate, and they have less ability to stand up to the president or the board of governors,

Faculty members gained little from their efforts to attain representation on governing bodies

all of whom used to be Senate members under the old system."

Vickers argues also that many of the committees on which faculty representatives sit are advisory rather than decision-making. She adds that most universities don't have open budgeting and that, until they do, "you can't claim academics have any real

The expansion of education and the increasing bureaucratization of universities are producing more and more dissatisfaction among professors. *Kalmen Kaplansky*, director of the Canada branch of the International Labour Office, says his own experience as a member of a board of governors confirms this. In a recent address to the Canadian Association for University Continuing Education, Kaplansky, who is also special adviser to the ILO director-general, quoted from a report in a German newspaper, *Frankfurter Neue Presse*, on a research project involving higher education in West Germany:

"Academic freedom is nothing but a myth. Professors are caught up in a gigantic machine that puts them under an intolerable strain and cuts them to ribbons. Research will soon become impossible in the modern mass universities, whose prime aim is to process as many students as possible in the minimum possible

time without regard to their suitability for study and the long-term demand for their talents on the labour market... "Today's professors are no longer quiet academics, but cogs in the production program of an education factory with planned output and a constant control of productivity...The material to be studied is increasing at such a fantastic rate that in many disciplines half of what is taught is obsolete in a matter of years...The jungle of special literature devoted to the constantly growing sciences is becoming more and more impenetrable all the time. In geography and allied sciences, 40,000 text books are published in a year, in biology 90,000 and in chemistry 200,000. But a university professor cannot just give these books to his students and leave the rest to them...He must keep in touch with latest developments in his own discipline and also keep an eye on what is happening in other sciences.

"Professors are expected by law to teach and do research, but today, as a professor with more than 30 years' experience said in Munich, it is more a question of teaching and going to meetings. One in every three professors at Munich University belongs to some collegiate body. Some of them have to spend 10 or more hours a week at meetings. One mineralogist complained bitterly: 'I thought my profession had something to do with stones, but all I ever see is paper.'"

Professors in Canada make the same complaints, particularly about the increase in both literature and meetings. Kaplansky told his Canadian audience: "I am sure that you face similar problems in the field of education, because, after all, you are expected to be in the front lines of this continuing explosion of scientific knowledge and continuing changes of fashion, fads and pressures of public needs and priorities."

representation" in the actual management of their institution.

As for the strike weapon, Vickers is convinced that most faculties would rather opt for compulsory binding arbitration. "The professors at Carleton asked for it last year but were turned down."

Other weapons are available to professors, including withholding grades, a threat that was made, but not used, in Britain. During a brief study session by faculty at Carleton, campus switchboards were jammed by phone calls from part-time students

who seemed more eager than full-time students to have their courses continued without interruption.

Most professors' unions would rather opt for compulsory binding arbitration.

Vickers suggests that faculty unions would not oppose the idea of making working conditions subject to negotiations. They would insist on it.

"At the present level of consciousness, university faculty would not strike for money," she said in an interview. "But I think it also fair to say that, whether unionized or not, faculty will fight for a lot of other issues involving academic freedom, the quality of education and the quality of the teaching environment."

One problem union negotiators face is that while the money for salaries comes from the provincial government, negotiations are conducted with the universities. "I can't see the government changing that," Vickers says. However, in Ontario, hospital

The money comes from government, but the union negotiates with the university

arbitrators awarded settlements that exceeded government-imposed hospital spending ceilings, forcing the government to come through with the money for the higher salaries. Vickers is confident professors would get substantial increases under voluntary binding arbitration.

University faculty members were relatively poorly paid until the late 1950s. As Holmes puts it: "We had the spectacle of distinguished Canadian academics retiring with a pittance of a pension."

During the 1960s, strong market forces started operating in the faculties' favour: a high demand for higher education—from government, business and individuals—and a short supply of professors, due in part to the low birthrate of the 1930s. Government, universities and industry competed for the available supply of university graduates.

Now, in the 1970s, the situation has changed. North America has a surplus of PhDs in several disciplines, and government, industry and universities no longer have to compete for staff in a seller's market.

The demographic picture has changed too. Most population projections predict a levelling off of enrolments in the 1970s and a decrease in the 1980s.

Because government grants are tied to enrolment, many Canadian universities now find themselves in a tight financial squeeze, and have threatened to reduce staff to cut operating costs. So faculty members are worried about their jobs, and see unions as a way of protecting them.

Vickers says that even those with tenure are not safe: "Tenure was never, in any sense in law or in precedent, the protection of your job. It obviously was intended to protect academic freedom and ensure due process. But if you went to court as a tenured faculty member who had been laid off, you'd probably get some recompense, but you wouldn't get your job back."

Faculty members are worried about their jobs and see unions as a way to protect them

Nor does she take university population projections seriously. She points out that while there now is total saturation of middle-class males in university enrolments, there's plenty

of room for both middle-class females and working-class persons of both sexes. "And the projections never really take into account the effects of immigration, particularly of refugee immigration," she adds.

The move to unionism may also be an inevitable result of the growth in size of individual campuses. As one professor expressed it: Collegiality and

University growth means bureaucracy and alienation

goodwill may be enough on a campus of 100 teachers, but it is almost inevitable that the expansion of that same campus to 600 faculty members will produce elements of bureaucracy and alienation.

Consequently, faculty members on several campuses want to negotiate "and not have consequences imposed upon us," as Donald C. Savage, executive secretary of the Canadian Association of University Teachers, put it.

An editorial in the *Ottawa Journal* predicts this dire consequence: "Now, alas, an adversary relationship will inevitably take over. Out of that, there will be no winners, neither unionized professors nor the administration—nor the forgotten students."



All You Wanted To Know About Industry-Wide Bargaining...

by Ed Finn

Many years ago, when the federal and provincial governments first drafted their labour legislation and union certification procedures, they were faced with the choice of granting certifications on either a broad or a narrow basis. Should they allow the entire workforce in an industry to belong to one bargaining unit, or should employees be divided occupationally and geographically?

They all opted for the second alternative: to split the workers into numerous small homogeneous groups. The rationale was that collective bargaining could be conducted successfully only if members of each bargaining unit shared a "community of interest" or an occupational affinity. In other words employees had to be doing essentially the same kind of work in the same location to be favourably considered for certification.

Most unionists ascribe an ulterior motive to the decision to keep bargaining units small and divided. They believe that the politicians

Ed Finn, information director for the Canadian Brotherhood of Railway, Transport and General Workers union, writes a regular column on labour for The Toronto Star



Photo Features

thought they would thereby keep the labour movement weak, divided, and incapable of mobilizing overall membership strength behind its bargaining objectives.

If that were indeed the intent of the legislators, it has certainly boomeranged on them. The ensuing proliferation of bargaining units has increased the number of disputes and work stoppages. Moreover, because most workers will honor picket lines, the impact of a strike by a small group is often far greater than its numbers alone could muster. An industry whose employees are fragmented into seven or eight bargaining units could therefore be shut down successively by each of them.

This, in fact, is what has happened in several key industries, including air transport, grainhandling and the Post Office. Prime Minister Trudeau complained about the chain reaction of strikes in these operations during the annual presentation of the Canadian Labour Congress to the federal cabinet last spring.

Most unionists ascribe an ulterior motive to the decision to keep bargaining units small and divided

"Because employees are divided into so many bargaining units," he said, "we are subjected to a series of successive disputes. We hardly get one settled than we are hit with another."

The Prime Minister, however, seemed to think that the fragmentation of

bargaining units was primarily the fault of the unions. "Why can't the unions get together," he asked "and have just one set of negotiations for all employees in such industries?"

The answer, of course, is that most unions would like nothing better than to consolidate and centralize their bargaining activities. But, as CLC President Joe Morris pointed out in his reply to Trudeau, the multiplicity of bargaining units is largely attributable to the legislative and jurisdictional barriers erected by the federal and provincial governments, and their various labour relations boards.

To cite an obvious example, it was the federal government that set up a separate administration for its employees when it granted them bargaining rights in 1967. Rather than bring them under the Canada Labour Code, it chose to pass another set of labour laws—the Public Service Staff Relations Act—and to establish yet another regulatory agency, the Public Service Staff Relations Board.

In the Post Office, the blame for bargaining division rests largely with the unions

That division, not union obstructionism, is what makes it impossible today to achieve joint bargaining in the grainhandling business and the airlines. The grainhandlers come under the Canada Labour Code and its board; the grain inspectors, weighers and samplers come under the PSSRA and its board. In air transport, the pilots, mechanics, flight attendants and clerks come under the Canada Labour Code; but the airport firemen, air traffic controllers and maintenance workers come under the PSSRA.

Labour Minister John Munro, in a speech on this subject last May at

Thunder Bay, frankly admitted that this split in the federal jurisdiction was the main deterrent to joint negotiations of the kind urged by the Prime Minister. "If the various unions concerned were to form a joint bargaining front," he said, "which set of laws would cover their negotiations? Would my department or the PSSRB provide mediators or conciliators, if needed? With some of the workers having the right to strike and others denied it, how and under what legislation would a strike be conducted? These are just a few of the administrative hurdles that the government-created division of the federal labour jurisdiction has strewn in the path of a more centralized bargaining structure."

In the Post Office, the blame for bargaining division rests largely with the unions, who have allowed petty internal feuding to override the collective interests of their members. But even in the Post Office, Ottawa's certification policy has contributed to the disruptive effects of union factionalism.

When the Letter Carriers and the Canadian Union of Postal Workers dissolved their joint bargaining council last year and applied for separate certifications, the PSSRB could have refused. It could have insisted on a single bargaining unit for all postal employees. But it decided that the separate interests of the mailmen and the inside workers superseded their common interests as employees of the Post Office. So instead of retaining a single bargaining unit—which would have compelled the unions to stay together or fight it out for the allegiance of the entire postal workforce—the board granted them the separate status they sought. This decision perpetuated the divisions within the Post Office that the Prime Minister complained about.

In his Thunder Bay speech, labour minister Munro correctly perceived that it was up to governments and labour relations boards to take the initiative

Grainhandling is one of the more horrible examples of the jurisdictional tangle that has so divided collective bargaining

in promoting industry-wide bargaining. Only they have the power to clear away the "legislative logjams that now hamper unions and employers from developing more industry-wide negotiations on their own. Once these obstacles have been removed," he said, "the onus will be on labour and management; and only if they still prove unable or unwilling to expand the scope of their bargaining should there be any thought of further government intervention."

Munro added that, because of the jurisdictional complexities involved, "I look on it as at least a ten-year project." His estimate was not overly pessimistic. On the contrary, judging by the results of other efforts to co-ordinate federal and provincial responsibilities, he may have been too optimistic.

Grainhandling is one of the more horrible examples of the jurisdictional tangle that has so divided collective bargaining. The workers involved in the handling and movement of grain are represented by six unions in both the public and private sectors, employed by a dozen or more private companies and government agencies, and covered by several federal and provincial jurisdictions. Trying to uncomplicate that bureaucratic mess is like wrestling with an octopus.

Even in cases involving only one employer and one union, dispersion is often dictated by the location of plants in different provinces. The Chemical Workers, for instance, bargain with CIL under six separate provincial labour codes, necessitating separate negotiations in each province.

Despite this jurisdictional jumble, employers may sometimes agree to centralized bargaining. But it's risky. It works fine as long as voluntary agreements are reached, but if the talks break down, the diffused jurisdictions can lead to sheer bedlam.

One need only to look at what happened a few years ago when the Elevator Constructors launched their first major strike against the five biggest elevator firms. Because the negotiations had been national in scope, so was the strike. But no one government was responsible for dealing with it. Each tried to settle the strike in its own way, according to its own laws and procedures. Some provinces enacted back-to-work legislation. Some tried to mediate a settlement. Some applied for court injunctions. And some appeared willing to let the strike drag on indefinitely. It was little wonder that the strike, in various guises, lasted more than a year. It was a nightmarish illustration of the legislative labyrinth our nation's labour relations system has become.

Munro correctly apportioned the blame for this muddle among labour, management and government. As he pointed out, prior to the 1940s most unions functioned on a craft basis, which gave legitimacy to the narrow definition of "appropriate" bargaining units adopted by governments and their labour relations boards. And despite the advent and growth of industrial unionism, the labour movement remains divided into an unduly large number of unions.

Most unionists will candidly admit there are far too many unions, and that the welfare of workers would be much better served by a consolidation into fewer, larger organizations. But it is fallacious to infer that organic union mergers are essential to achieve wide-scale bargaining. The same results can be obtained through the formation of multi-union councils, which enable unions to enter into a joint bargaining

relationship while preserving their separate identities. The 17 railway unions, for example, have had bargaining coalitions of varying sizes since the late 1940s; and in the last round they were able to forge a united front of all the unions.

***Generally speaking,
unions are much more
favourably inclined toward
industry-wide bargaining
than are employers***

Such all-encompassing negotiations, of course, also require the consent and co-operation of employers. Where an industry is composed of two or more companies, they too must combine their forces if industry-wide bargaining is to take place. If for any reason they do not wish to negotiate jointly with all the unions representing their employees, they can frustrate the unions' wishes so long as the unions

retain their separate identities and certifications. Fortunately, the two big railway companies, Canadian National and Canadian Pacific, have agreed to bargain as a team; but either is free at any time to break up that arrangement and insist on negotiating separate contracts.

It should also be remembered that industry-wide negotiations on the railways have been greatly facilitated by the monolithic jurisdiction under which that industry operates. Because it is a national transportation service, it comes under the federal (Canada Labour Code) jurisdiction, and all the unions are certified by the Canada Labour Relations Board. Without this legislative congruity, the bargaining fusions of both unions and employers would have been unattainable, no matter how much each party may have desired them.

Generally speaking, unions are much more favourably inclined toward industry-wide bargaining than are employers. The Canadian Labour



"Miss Smith, take an ultimatum"

Congress welcomed Munro's proposal and asked only that the existing legislative barriers be removed. The Canadian Manufacturers' Association issued a statement saying it would oppose any move to legislate industry-wide bargaining except where it was voluntarily agreed to by both parties. The CMA argued that more centralized bargaining would lead to bigger strikes, would not reduce the overall toll of lost production, lost wages and lost service, and would make it more difficult to obtain rank-and-file ratification of negotiated agreements.

The CMA's opposition assumes, first of all, that the choice is between many small strikes and one big one. But, Munro pointed out, even a strike by a small group of employees in a key industry can cause as much disruption as a general walkout if—as is usually the case—picket lines are honored by non-striking workers.

"The choice," said Munro, "isn't really between a series of small strikes and one big one, but between one big one and a series of big ones."

It follows, therefore, that a reduction in the number of strikes would indeed reduce substantially the total lost production and service.

The CMA's charge that broadly based negotiations would make contract ratifications more difficult is also questionable. On the contrary, there is every indication that favourable votes would be encouraged. In the railway industry, the votes of each component union are pooled to get the aggregate result, on the legitimate grounds that unions that bargain jointly should also vote jointly. The voting patterns in recent rounds of bargaining have disclosed a tendency for some occupational groups, and others in the high-wage urban areas, to vote against proposed settlements. But their negative ballots have been more than offset by the majority of affirmative votes from railway workers

in other regions and classifications. If the negotiations were fragmented on a regional or occupational basis, some of them would almost certainly result in settlement rejections and strikes.

Granted, it is not a healthy situation to have dissatisfied minorities overwhelmed in a larger grouping; their frustration can trigger wildcat strikes and other forms of rebellion. But, from the standpoint of getting a favourable ratification vote, it can safely be said that, the more regions and occupational groups covered by negotiations, the greater the chances of winning majority approval of a proposed settlement.

Wage uniformity would help eliminate regional disparities

The CMA seems to have been groping for reasons to spurn industry-wide bargaining, perhaps because of an understandable reluctance to disclose its real misgivings. Some of its member companies obviously prefer to deal separately with different parts of their workforce, no doubt feeling they can more easily resort to "divide-and-conquer" tactics. Such methods have backfired often enough to make some single-plant employers realize they have more to gain than lose by acceding to joint negotiations, but most corporations with plants in several provinces continue to resist centralization.

Unionists suspect that their opposition stems mainly from a fear that industry-wide or nation-wide bargaining would produce a standardization of wage rates. At present, these companies maintain a range of different rates for the same job, usually paying less in such traditionally low-wage areas as the Atlantic Provinces and the Prairies

than in the large urban centres of central and western Canada.

Wage uniformity, if achieved, would help eliminate regional disparities in Canada; but it would encounter fierce resistance from most employers. Even the federal government itself, as an employer, has maintained varying regional wage rates for some of its employees, and has tried to extend this inequitable pay system to other civil servants.

The director of District 6 of the United Steelworkers, Lynn Williams, has accused Ottawa of being "an accomplice in maintaining disparities between eastern, central and western Canada by accepting low-wage areas as inevitable." Williams said his union would welcome an extension of industry-wide bargaining, noting that the Steelworkers have already put together chain and industry bargaining in the can industry across an international border, as well as in smaller chains such as General Steel Wares, Canadian Industries Ltd., and the Drug Trading group.

"We've done this without any assistance from the federal or provincial governments," he declared. "Now, if the Prime Minister is willing to accept the principle of industry-wide bargaining, and if he can get a consensus from the provinces, our union is ready to get to work. We'd like nothing better than to bargain nationally with the mining and metallurgical firms. It would be a challenge for us, and would be a great opportunity to move quickly on a number of long-time goals" —among them wage equality for the disadvantaged regions of the country.

Because of divided provincial jurisdictions, the Steelworkers, Paperworkers and other unions have to engage in pattern bargaining with firms in the same industry. They tackle one of the largest and most profitable companies first, hoping to win a settlement that will serve as a

standard that other firms in other provinces can be pressured to accept. As labour minister Munro observed, "this is good, basic union strategy, but it sometimes leads to a spreading series of strikes in the same industry across the country. Industry-wide bargaining would avert that kind of domino-effect conflict."

The Canadian Labour Congress has responded to the labour minister's initiative by convening meetings of all its affiliates in the grainhandling industry, with a view to co-ordinating their bargaining activities. But the CLC has reminded the minister that the bargaining fragmentation in this, as in most other industries, is caused more by legislative and managerial policies than by union preference. Referring to the conflicting provincial labour codes, the CLC, in a policy statement last May, said that, "if the federal Government is serious about improving the process of collective bargaining, it should apply its energies to eliminate the present political roadblocks that forbid bargaining on a national scale."

Munro has pledged that finding solutions to this problem will be high on the priority list at the next meeting of the federal and provincial labour ministers. He acknowledged the primary responsibility of governments to cut the multi-jurisdictional red tape that now festoons and rigidifies the bargaining process.

One of the crucial aspects to be considered by the ministers will be the role of the labour relations boards. In his Thunder Bay speech, Munro underlined the importance of changing the boards' concept of what constitutes an "appropriate" bargaining unit. "While boards are bound to carry out the law," he noted, "they have tended to apply it rather conservatively in determining the size and scope of appropriateness of bargaining units. When, for example, a board has discretion but favours a craft unit over an all-employee unit, or a single union

over a union coalition, it is in effect decreeing that negotiations should be conducted on a smaller scale. The same applies when a board favours a single-location unit over a multi-location unit."

He pointed out that boards, in establishing units, use the concept of 'community of interest' as their chief criterion, and tend to give it a limited interpretation that is more conducive to small than to large units. Most boards are reluctant to allow the grouping of different classes of workers in different locations into the same bargaining unit, on the grounds that, the more diverse the unit, the more likely the possibility of conflicting interests, and the more difficult it becomes to reconcile them in a single contract. This is a valid point; but, as Edward E. Herman argues in his study of Canadian labour relations boards (*Determination of the Appropriate Bargaining Unit*) published by the federal labour department, "there are times when the concept of community of interest could include employees of more than one employer, or employees of one employer that are located at different plants in different cities..."

Although completed 11 years ago, Herman's study has even greater relevance today because of the unionization of public service employees that has occurred since then, and the growing interdependence of the public and private sectors of the economy. Such an economy is extremely vulnerable to the succession of work stoppages that a fragmented bargaining structure permits.

Herman chided the labour relations boards for their conservatism in determining bargaining units, and for their preoccupation with the status quo. "There is a certain element of danger in holding such attitudes," he warned. "The bargaining unit is not a static concept in a static environment. The economy and industrial relations are continually changing; new

Where all employers in an industry bargain together, obvious benefits accrue to them

requirements are emerging; and too much deference to tradition by the boards may do more harm than good."

While the study, on balance, favours multi-location, multi-plant, and multi-employer negotiations over their counterparts, it does point to some disadvantages as well as benefits. Among them: industry-wide bargaining creates large and unwieldy bargaining units; it reduces the prestige of the local plant manager; its emphasis on uniformity makes for inflexibility and prevents local variations even when these may be desirable; it reduces and sometimes eliminates the participation in negotiations by local unionists; it stresses national union policies, sometimes at the expense of local priorities.

The Herman study argues, however, that "what are disadvantages for employers can be bargaining advantages for unions and their members...Multi-location bargaining tends to balance the strength of management and labour, and it prevents orders and materials being moved from striking to non-striking plants...Such bargaining does not prevent the possibility of special regard being given to local plant needs, competitive conditions, and geographical wage differentials. For every point argued against multi-unit bargaining, one can be found in its favour."

Where all employers in an industry bargain together, obvious benefits accrue to them. The most important is that the ensuing uniformity of wage rates helps equalize cost-competitive factors among the participating firms. Employers would thus be able to

estimate more accurately their position with respect to labour costs as compared with that of their competitors. Admittedly, the standardization of wage levels might put marginal and inefficient firms out of business, or force them to merge with larger companies; but the end result would be to make the industry itself that much more productive and profitable.

There are indications, too, that multi-unit negotiations tend to be more mature and scientific, because of the better information and facilities available to the negotiators and the broader long-term views held by both sides. Another big advantage, as Herman observed, is that "broad issues such as pension plans are more often included in such negotiations, for these are issues that a single employer would not be in a position to negotiate on an individual basis."

From a union standpoint, the two biggest problems created by centralized bargaining are inflexibility and alienation

It is significant that the railway companies' pension plans were not made negotiable until all companies and unions in the industry were able to sit down at the same bargaining table and speak for all the affected employees.

The Herman study also pointed out that industry-wide bargaining, on its record, cuts down the number of disputes and work stoppages, and eliminates two types of strikes: "the strike where a single firm is singled out as a target to gain new objectives, and the strike intended to bring an erring employer into line."

From a union standpoint, the two biggest problems created by centralized bargaining are inflexibility and alienation. The task of designing one master agreement covering so many occupational and regional diversities cannot be accomplished without losing some sensitivity to particular local needs.

Inevitably issues that are of concern to one group or location are overlooked. The achievement of uniform rates and working conditions, while usually acceptable to the majority, sometimes creates discontent in the high-wage metropolitan areas, where workers are accustomed to comparatively higher incomes.

The centralization of negotiations inherent in industry-wide bargaining also diminishes rank-and-file participation. In small, single-plant talks, local members can and do take an active role in drafting demands, serve on the negotiating committees, and are able to obtain frequent first-hand accounts of how the negotiations are proceeding. This is not possible when bargaining takes place at the summit. Only the top union leaders are involved, and their communications with their scattered locals are necessarily tenuous. Reports sent through the mails are often outdated by the time they are received.

If mediators are called in, they usually draw a curtain of secrecy over the discussions, excluding the union members as well as the general public. It is not surprising that the members, far removed from the bargaining table and getting only sketchy news of what goes on there, become angry and frustrated.

That alienation is dangerous. It arouses distrust in union leaders, and can trigger wildcat strikes. It is no coincidence that, while centralized bargaining has been instrumental in restricting the number of legal strikes on the railways to just three in the

past 25 years, the number of wildcat strikes has been steadily increasing. This is a matter of great concern to the railway unions, which are desperately seeking some way to make joint bargaining more flexible and more responsive to local needs, as well as to expand the now largely ceremonial role of the local members.

Significantly, however, none of the rail unions is seriously considering the abandonment of industry-wide bargaining. Its advantages outweigh its defects by a good margin, and the challenge as they see it is rather to refine the process and make it more selective.

Multi-location bargaining units are noticeably more common in the federal jurisdictions, for two reasons. First, because the Canada Labour Relations Board has traditionally favoured such broadly based units; and second, because the nature of many industries in the federal jurisdiction—the railways, shipping, trucking, airline and broadcasting—are much more conducive to centralized bargaining, because of their inter-provincial operations.

Munro paid tribute to the CLRB noting that it has displayed "a less conservative tendency" than most provincial boards, and expressing confidence that, under its new chairman, Marc Lapointe, "it will prove to be receptive to innovative ideas, and favourably inclined toward the rational restructuring of collective bargaining in federal jurisdiction."

His confidence in the CLRB is undoubtedly justified. The problem will be to persuade the provincial governments that their boards should also use their discretionary powers to expand the scope of bargaining in their jurisdictions. And most difficult of all will be to co-ordinate the regulatory apparatus of several provinces to permit the creation of interprovincial bargaining units.

Can it be done? Many astute observers of the labour scene are not optimistic. The present structure is so divided, and so encrusted with vested interests, that the kind of radical restructuring being proposed seems almost chimerical. Predictably, the *Toronto Globe and Mail*, in one of its frequent anti-labour editorials, scoffed at the idea. "It wouldn't work," the editorial said, and asked sneeringly, "Does Mr. Trudeau really think he could bring all longshoremen, seamen, Seaway workers, grainhandlers, and railway employees involved with the movement of grain to a single bargaining table?"

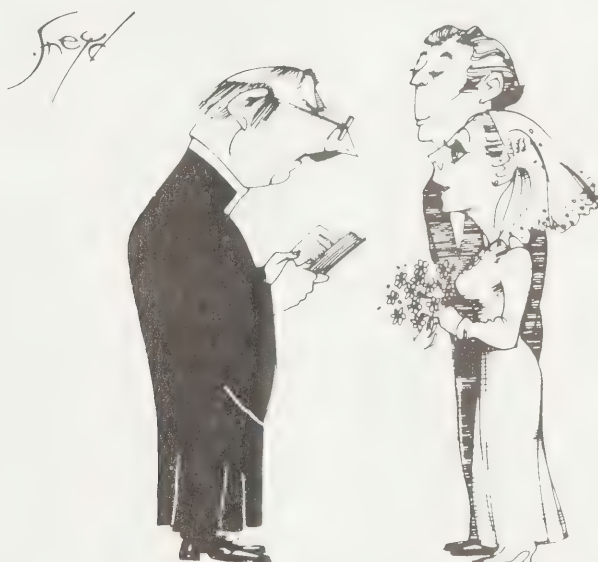
Of course he couldn't—and it wouldn't be necessary. That wouldn't be industry-wide bargaining; it would be multi-industry bargaining. These disparate groups have nothing in

The first prerequisite is to make industry-wide bargaining permissible by law

common apart from the handling and transportation of grain. All that is needed from the marine and rail workers is a commitment that they will exempt the movement of grain from any strikes they may call. Then the only industry-wide bargaining required would be among the various grain-handling unions and the grain industry companies. This in itself would be a difficult task, but not an impossible one.

Labour minister Munro correctly saw the restructuring process as one that required initial action by the federal and provincial governments to sweep away legislative barriers. The first prerequisite is to make industry-wide bargaining permissible by law, and the second is to redefine the community of interest criterion used by labour relations boards so that it encompasses all employees of an industry. If these changes in the law and the policies of the boards can be effected in all jurisdictions, it will remove any excuse by unions and employers for failing to enlarge the scope of their negotiations.

Only when a clear path is hacked through the bureaucratic jungle will it be possible to move toward the industry-wide bargaining goal that Trudeau and Munro are advocating.



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".....in sickness and in health, through prosperity and recession."

Government Intervention In Labour Disputes: The B.C. Experience

by James G. Matkin

Weighing the pros and cons of government intervention in public sector labour disputes, the author reviews the B.C. experience over the past seven years.

Listening to the general public leaves one with the impression that there is a crisis of confidence in the present collective bargaining system. Much has already been written on the subject of public sector disputes and one is struck by the credibility gap that exists between the experts who defend the viability of the existing system and the general public, which is fed up with strikes, and demanding alternatives such as compulsory arbitration and labour courts.

From the perspective of government, intervention is a matter of degree, depending not only on the proven harm of strikes, but also on the willingness of the public to tolerate the results of labour-management disputes.

The law has been the major instrument of government intervention

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on behalf of the public interest. In British Columbia, the government has altered the law dramatically during the past seven years in attempting to deal with the problem of strikes in essential services.

We have gone through two contrasting periods in British Columbia—from 1968 to 1972 under the *Mediation Commission Act* (MCA) to the use of the new *Labour Code of B.C.* since 1973, which emphasizes ad hoc, pluralistic solutions based on voluntarism.

Ironically, on the basis of the B.C. experience, it may be argued that legislative restraint will indeed solve more labour disputes in the public interest than will legislative intervention.

Beginning with the interventionist period of the ill-fated MCA, it may be pertinent to identify some of the historical forces that influenced this piece of legislation, because it may be true that the basic concept behind it was never properly tested owing to the circumstances accompanying its introduction.

One crucial force contributing to the Mediation Commission's failure was the relationship between the trade union movement in British Columbia and the Social Credit government in power at that time. The animosity and ill will that separated these two bodies had been building up over a period of many years and was reflected in the province's labour legislation. For example, the introduction of the MCA was preceded, in 1959, by what some persons have considered to be the most restrictive picketing legislation on the continent.

Although an adversary relationship between labour and government is common, and can even be healthy, I believe that, prior to 1968, the

problem went further in British Columbia. It would not be exaggerating to say that, in those times, many trade union leaders—and, in particular, the leader of the B.C. Federation of Labour—believed that the Government of British Columbia was the enemy of labour.

The manner in which the Bill was first introduced in the legislature illustrates the deep distrust that existed between labour and government. Without warning, the Federation's head, Ray Haynes, was summoned to Victoria by the Minister of Labour, and told that a bill, of interest to the Federation, would be introduced that afternoon.

The Federation saw the MCA as punitive. In its view, the Act was intended to give the government a new weapon to use in its struggle with the labour movement, although this assessment may have been a complete distortion of the government's real intention.

The government never knew for certain whether Federation officers were speaking as labour leaders or as NDP politicians...

On the other side of the equation, the Social Credit government of the day distrusted the motives of the leaders of the trade union movement. The New Democratic Party was the political opposition, and the powerful British Columbia Federation of Labour openly allied itself with this party. Consequently the government never knew for certain whether Federation officers were speaking as labour leaders or as NDP politicians when debating the course that the labour movement would take in response to a government initiative.

This political uncertainty manifested itself in a major confrontation when

the MCA was introduced in the legislative chambers. Union leaders labelled the law "punitive", marched on the Legislature, and threatened to boycott the Commission in protest. They condemned the new Commission as a "Gestapo dictatorship", and denounced the Bill as "Nazi, Fascist policies."

So bitter was the hostility generated against the Bill, even before it had passed third reading, that the Mediation Commission idea was doomed to failure from the beginning.

The consequences of the introduction of the MCA serve as a useful lesson about reform in industrial relations. Where significant *group* rights are in issue in a democratic society, it is imperative to develop a strategy of participatory legislative reform.

Non-political forces also influenced the direction of the MCA. The plan outlined in the Act can be attributed, in part, to a key study made in 1967, by Mr. Justice Nathan Nemetz who had been appointed by the B.C. Government to examine the industrial relations system of Sweden, a country which, at that time, was considered a utopia because it had enjoyed more than 40 years of uninterrupted labour peace.

The Nemetz Report recommended establishment of a permanent industrial inquiry commission similar to the Mediation Commission—but with one very important difference: the tribunal should not have any compulsory powers to decide collective bargaining disputes through binding arbitration.

It would have been difficult to find the antecedents of compulsion in Sweden, where the right to strike over contract formation or interest disputes is universal—extending even to police, fire, utility, hospital workers and civil servants. In any event, Justice Nemetz concluded that Sweden's remarkable success in settling labour disputes

The title 'mediation commission' is confusing because the mediation commissioners do not perform a mediation function

was *not* because of any special laws or procedures, but rather because of existing cultural and social values, and because of political factors.

At about the time the Nemetz report was published, the idea of using compulsion to solve interest disputes in the public sector was being actively pursued by some management leaders in British Columbia. The Hon. J.V. Clyne, chief executive officer of the largest lumber company in the Province, urged in the midst of the 1967 forest industry strike, the creation of an independent "fact-finding board" with the power to render binding decisions in the private and public sectors. Clyne explained that "the time must come eventually when labour disputes will be regarded as any other dispute between citizens, and will be carried before courts specializing in labour cases."

As an alternative to the right to strike, the proposal that labour courts give binding decisions has been favourably received in many quarters. A few months before Clyne recommended a labour court for British Columbia, Judge Samuel I. Rosenman of New York proposed a "new judicial system of courts—labour courts" for the United States. Judge Rosenman reasoned that the public respect and confidence enjoyed by the U.S. judiciary could be transferred to such a system of labour courts, and, he concluded, compulsory arbitration would thereby become acceptable to the trade union movement.

Rosenman's idea received wide support. By October 1967, bills were

introduced in both the Senate and Congress to establish the "United States Court of Labor-Management Relations." The Act would have created, in Washington D.C., a labour court, that would resolve emergency labour-management disputes at the instigation of the President. The intent behind the Senate Bill was that the labour court would be used only as a last resort.

Professor Archibald Cox of Harvard Law School testified against the idea at the Senate Judiciary Committee hearing on the Bill. Cox pointed to the failures of permanent administrative machinery established during World War II to end labour disputes without strikes. He predicted that a labour court would prolong labour disputes, rather than solve them, because "no employer or union supposing itself to be within the court's jurisdiction would agree to any settlement upon terms less favorable than the court imposed; it would simply refuse to agree with the opposing party and take the case to the court for an award." Although these criticisms of the Rosenman Labour Court were never put to the test—because the bill died after the Senate judiciary hearing—it is interesting to bear these concerns in mind when analyzing the problems encountered by the B.C. Mediation Commission.

The title "mediation commission" is confusing because the tribunal held in an earlier decision that the mediation commissioners do not perform a mediation function. It is true that, under the MCA, an important part of the plan was the administration of independent research and the provision of mediation services; but these were performed by the mediation officers, not by the Commission itself.

The role of the Commission was much more like that of the labour court proposed by Judge Rosenman for emergency disputes in the United States. The court-like nature of the

There was no legislative guarantee that appointments to the Commission would be equally representative of labour and management

new tribunal was reinforced when the Minister of Labour introduced the bill in the legislature, and referred to the "judicial system" as analogous to the role that the new Commission would perform.

Provisions in the MCA for the constitution and administration of the Commission support the thesis that the authors of the law favoured a labour court over an administrative agency. There was no legislative guarantee that appointments to the Commission would be equally representative of labour and management. Nor did the Act require a tripartite status for the Commission, this being the usual composition of ad hoc arbitration tribunals dealing with labour-management disputes. Nevertheless, the first three Commissioners were actually tripartite by experience.

Independence, the hallmark of the judiciary, was firmly established by a legislative tenure for a renewable term not exceeding ten years and the requirement that Commissioners be disqualified for owning any securities in companies, or for taking any benefit from a trade union that might appear before them.

That the government intended the labour court to follow a strictly judicial procedure was demonstrated by its first appointment of a chairman for the Commission. He was a Supreme Court judge with little or no experience either as an arbitrator or as a mediator of labour disputes. What he brought to the job was the status of a judge, rather than the

skills of an expert in the field. The choice was a mistake, as later events would prove; it was perhaps the single most serious mistake made during the MCA experiment.

The framers of the legislation had assumed that free collective bargaining, including the right to strike, would prevail for the resolution of the vast majority of disputes. The power of the Mediation Commission was intended for only those extraordinary cases requiring government intervention to protect the public.

The definition of an emergency under the MCA was inadequate. The Cabinet could use the might of law to end strikes by finding only that they are against "the public interest and welfare". The lack of a more precise definition of emergency strikes was a source of criticism.

The open-ended definition of the MCA resulted in an uneven application of the law by the Cabinet.

The open-ended definition of the MCA resulted in an uneven application of the law by the Cabinet. For example, an injunction was issued under Section 18 against 55 electricians working in a single pulp mill in Port Alberni after only a six-hour strike, while no order was issued when 28,000 workers in the forest industry were on strike for three weeks.

In the public sector, Section 19 of the Act provided that the government could refer any labour relations dispute in the civil service to the Commission for a hearing. The government was free to decide, either before or after the hearing, whether or not it would be bound by the Commission's decision. This unusual discretion may be explained by the

fact that in 1968, civil service employees had only limited bargaining rights, and strikes were illegal.

Municipal and hospital employees were treated by the Act as part of the private sector; and significantly, restrictions on the right of policemen, firemen and hospital workers to strike were removed for the first time. The government had anticipated that these essential-service employees would not exercise their right to strike, but would have their differences settled by the Mediation Commission.

The central idea of the MCA was attractive in its simplicity. Why should the public not have the benefit of a highly qualified, specialized tribunal, with the mandate to "secure industrial peace and to promote conditions favourable to settlement of disputes."

Almost like a fire-fighting service, the Mediation Commission was to be a permanent institution with the responsibility of preventing strikes contrary to the public interest. Why not a guardian of the public interest for essential-industry strikes?

No matter how sound an idea may be in theory, its success in practice is the critical measure of its true value. Indeed, in the "jungle" of labour relations, success has been described as the only relevant principle. Measured against such a standard, the MCA was not a success.

From the beginning, there was a lack of confidence in the ability of the three-man Commission to perform its important task. Within a short time of the first appointments, the management representative and the research director resigned under a cloak of secrecy, leaving the impression that the relatively unknown chairman did not have their confidence.

The first decision rendered by the Commission, after a hearing into a dispute concerning psychiatric nurses

in the public sector, was followed by disenchantment. The decision was significant. Although compulsory arbitration was anathema to the private sector—at least at the beginning—the idea of arbitration by the Mediation Commission was welcomed by those public service employees who did not have the right to strike. The alternative for them was unilateral decision by the government; therefore, unlike the B.C. Federation of Labour, public employees initially were

From the beginning, there was a lack of confidence in the ability of the three-man Commission to perform its important task

concerned that the Commission would not be used to settle their disputes—an attitude that changed immediately after the first decision.

One of the key benefits foreseen by advocates of the labour-court idea was the confidence that would be generated by the creation of a permanent arbiter of disputes. Judge Rosenman thought the reluctance to use arbitration in collective bargaining disputes stemmed from the ad hoc manner in which three men are "haphazardly appointed for one specific case," and "have to begin from scratch and learn the necessary background." He assumed that, through the accumulation of experience and expertise, a permanent labour court would ultimately gain the esteem afforded courts of law. Unfortunately, instead of enhancing the Commission's prestige, permanency became one of the main causes of dissatisfaction.

The experience of the municipal police forces before the Commission illustrates the defect of institutionalized arbitration. Prior to introduction of the MCA, the police in British Columbia had a long history of solving their

disputes by compulsory arbitration. An ad hoc arbitration board was created for each particular dispute and was usually of a tripartite composition, with each party's nominee selecting the chairman.

With the establishment of the Mediation Commission, the police were required to take their disputes to this body. Problems arose when the Commission decided against the police on certain issues of principle, such as the question of wage parity between the two major cities, Victoria and Vancouver. Because of its permanent composition, once the Commission decided against the union on the parity issue, it was predictable that, in order to be consistent, it would always decide against the union on this issue.

To protest against the MCA, a boycott of the Mediation Commission was ordered by the B.C. Federation of Labour, and many unions supported this tactic. As a result, there was no union representation at some of the hearings.

Yet, when we recall that the union in the foregoing case was under a Section 18 compulsory Cabinet order to have its dispute resolved by a

In a very unusual move, the Commission offered a wage increase that was less than the final offer made by the company

binding Commission decision, to fall back on a legalistic "burden of proof" as an answer to the union's claims seems very unfair. Obviously, the waning credibility of the new institution suffered further damage.

Some unions chose to ignore the Federation's boycott of the Commission. The non-affiliated Teamsters union initially stood apart

and adopted a responsible attitude toward the idea of the MCA.

Despite this support, one of the first compulsory Cabinet orders in the private sector was issued *inter alia* against the Teamsters because of strikes in the construction industry. When the decision came down, the union was completely taken aback; in a very unusual move, the Commission had offered a wage increase that was less than the final offer made by the company. Subsequent to strident attacks on the decision in the media, the Cabinet ordered the Commission to reconsider its decision, which it did—without varying the wages.

The Commission defended its breach of the unwritten rule that an arbitrator stays within the bounds of the parties' negotiations, on the grounds that the company, in the hope of preventing a work stoppage made its last offer after strike notice was given. Because a strike did occur, the parties were no longer bound by their offers and counter-offers when the dispute was heard by the Commission.

Perhaps there is a logic that supports the decision of the Commission in the Teamsters case, but it is a logic devoid of reality. When that case ended, the Teamsters, like the Federation of Labour, thereafter boycotted the hearings of the Commission.

As a result of the growing concern over the competence of the Commission, a pattern began to develop whereby parties faced with the threat of government intervention would opt instead for ad hoc arbitration.

Lack of confidence in the Commissioners' ability to solve labour disputes ultimately became so widespread that, by 1971, even the government that had created the MCA boycotted its own creation. Threatened by a public utility strike at B.C. Hydro, the Government invoked Section 18 of

the Act, and ordered the employees back to work; but the order did not allow the Commission to intervene. Instead, Justice Nathan Nemetz was appointed under the research section of the Act as ad hoc arbitrator of the dispute.

A major problem with the interventionist approach of the MCA was the disrespect shown by employees for compulsory back-to-work orders issued by the Cabinet.

The Mediation Commission failed miserably to generate confidence in compulsory arbitration of public-interest disputes

Using the law to prevent strikes in B.C. proved that it does not follow that, because strikes are illegal, they will not occur.

The first enforcement problem arose out of the first use of binding arbitration in the private sector. The construction industry had been involved in a lockout-strike situation for three months, when the dispute was declared against the public interest and the employees were ordered back to work. The proclamation was issued on Saturday, July 18, 1970. But on Monday, only two unions, the Teamsters and labourers reported for work. The other unions, including the bricklayers, carpenters, insulators, operating engineers and plumbers, ignored the Cabinet order and refused to return to work.

The Federation of Labour threatened a general strike if anyone was fined for disobeying the law. No one was prosecuted. The employees resumed work a week later, following personal intervention by the Premier, who helped convince the disputants to let

an arbitrator of their own choice settle the dispute. Notwithstanding these breaches of the law, no charges were laid against the employees or their union.

The second confrontation occurred two years later, again in the construction industry. This time, when the employees defied the back-to-work order, the Government responded by laying charges under the Act. The RCMP raided the offices of a number of the unions involved, seizing documents in a search for evidence of wilful disobedience of the law. On the basis of these searches, charges were laid against four unions. The search warrants were later quashed, however, and all seized documents were ordered returned to the unions on the grounds that the warrants were issued without reasonable cause to believe the unions were breaking the law.

Later, some of the charges were dismissed because the Crown failed to prosecute, and the remaining charges were stayed by the new NDP Attorney General because the MCA was repealed.

The Mediation Commission failed miserably to generate confidence in compulsory arbitration of public-interest disputes, and it alienated even those groups that had previously supported ad hoc compulsory arbitration.

Because the Commission acted like a labour court, political confrontation with the trade union movement increased, and with it the incidence of strikes. Because the Commission lacked credibility, important disputes were referred to ad hoc arbitration. Back-to-work orders by the Cabinet were ill-timed and treated with open defiance by employees. Eventually the failure of the MCA contributed to the defeat of the Social Credit government at the polls.

Following the demise of the MCA, shortly after the defeat of the Social

Critics have claimed that it would be unthinkable for the police to go on strike

Credit government in 1972, a new design for labour law was required for the Province. For this purpose, the Minister of Labour established a task force of three special advisors from outside government to advise him on what reforms were needed.

On the issue of strikes considered contrary to the public-interest, the provisions of the new Labour Code differ greatly from those of the MCA. The Code gives all employees—including police, firefighters and hospital workers—the right to strike. The intent of the new law is to reduce legalism in response to labour-management controversies, to follow a policy of non-compulsion, and to rely on mediative devices to protect the public interest.

A special provision permitting these workers to seek binding arbitration—in the hope that they would take advantage of this alternative—does not deprive them of the right to strike. Critics have exclaimed that it would be unthinkable for the police to go on strike.

The answer of the Minister of Labour to these critics has been that standing prohibitions have proved ineffective under the MCA. His approach to the problem therefore has been to look in other directions for solutions. These new directions provide curative rather than punitive legal measures to protect the public interest.

Although it is true that curbing strikes by law may be possible within narrow limits, experience has demonstrated the need to expand the horizon of public attention beyond using the sanctions of law as a remedy for the strike problem. The reality is that

labour relations problems such as strikes, picketing and slowdowns are not legal phenomena. They are symptoms of social problems. Changing our perspective from legal rights to social obligations means that we can see the distinction between these two questions: Should policemen have the legal right to strike? Should policemen strike?

More importantly, if the standing law of labour relations is facilitative rather than coercive, it should dissuade the public from viewing labour-management conflicts in strictly legal terms, and relying on a legal solution to these problems.

Three examples of the implementation of this approach in British Columbia are worthy of note:

- a reformed Police Commission that is independent of government and staffed with people who are highly qualified to reorganize the service in a more enlightened way;
- a special commission to hear the problems of firefighters and recommend solutions;
- in the hospital field, an industrial inquiry commission has made recommendations to alter the structure of collective bargaining in an effort to improve the fairness of the process.

Ministerial intervention can be useful in a variety of ways

The foregoing efforts are not generally viewed as remedies for strikes that are against the public interest, but I believe that they will be helpful and should be counted as part of the strategy of industrial peace.

Another increasingly important preventive device that the literature of

industrial relations has left largely unexplored is the office of the minister of labour. Relying on the prestige of his position, and the experience of his senior staff, the minister may play a significant role in the resolution of public-interest disputes. Ministerial intervention can be useful in a variety of ways.

First, the minister may introduce mediation to a dispute that has not had the benefit of this service. Mediation is a voluntary service in British Columbia. If neither party seeks this kind of assistance, then the right to strike is not barred. But, in the public interest, a mediation officer may be appointed by the minister. This is sometimes necessary because neither party wishes to appear to show weakness in asking for mediation.

When a mediation officer has been appointed, a statutory strike bar comes into effect until he reports to the Minister. The law allows the minister to extend the appointment of the mediation officer, and thereby extend the strike bar. In practice, this power should be used with restraint. The B.C. method is to extend the appointment only if both parties agree that it would be helpful. What is often forgotten is that British Columbia's mediation service has achieved a very high record of settlements.

Another successful ad hoc device for heading off public-interest disputes has been the use of an industrial inquiry commission. This is an extraordinary remedy, available only at the discretion of the minister.

Prior to 1972, the legislative machinery for this kind of intervention existed in British Columbia, but was never used. During the past two years, however, the industrial inquiry commission has been employed on 22 different occasions, and the results have been very encouraging.

Despite the history of the Mediation Commission and the doctrinaire attack

on compulsory arbitration by the unions, a surprising development has been the substantial number of times that labour and management have both agreed to be bound by the decisions of an industrial inquiry commission. In the five major disputes during the past two years, both parties agreed in advance to be bound by whatever decision was given by an industrial inquiry commission. Voluntary binding arbitration was the result.

Collective bargaining is a dynamic process, and third-party intervention must be flexible if it is to be effective. For this reason a new technique called "med-arb" has been used by industrial inquiry commissioners in B.C. The Commission mediates the dispute and encourages the parties to arrive at their own settlement in the knowledge that if they do not, the Commission will change hats and render an arbitration award.

The med-arb technique is an informal administrative process, differing sharply from the legalistic procedures followed by the Mediation Commission.

The ad hoc approach of the past two years has gained the confidence of labour and management where permanent machinery did not. One reason is that chairmen could be selected on the basis of their particular experience in the area of the dispute.

Reliance on the minister of labour to personally settle disputes can be detrimental to the collective bargaining process because the parties may hold back making concessions until the last possible moment—when the labour minister personally intervenes.

Although the above criticism may be true, it does not detract from the need for intervention when vital public services are on strike. Timing and judgment will reduce the counterproductive effect of ministerial intervention, and compared with the

The hard reality of compromise must be realized early

damage of a dispute, ministerial intervention is usually the lesser evil.

Essential to the Minister's discretion concerning intervention under the Labour Code is the principle of voluntarism. The minister has no authority to make the award of the industrial inquiry commission binding on the parties unless they both agree. Indeed, as a rule of practice, the minister has refused even to appoint such a commission unless both parties agree. This leaves the timing of the intervention up to the participants.

It is true that the voluntary approach of the Labour Code will not resolve all disputes that are against the public interest. Considerable success in achieving industrial peace, however, has been due to the finality of the existing law, with no step or remedy beyond mediation or an industrial inquiry commission. The harsh reality of compromise must be faced.

There is ultimately one other step that may be taken in any major dispute: The minister of labour may introduce special ad hoc legislation to deal with a specific crisis affecting the public interest.

The most serious threat to the Labour Code's policy of non-compulsion occurred when firemen in four Vancouver suburban municipalities went on strike in August 1974. Unlike their counterparts in Victoria, the Vancouver unions failed to take advantage of the special option of binding arbitration. After mediation failed, they did agree with their employer to the intervention of an industrial inquiry commission. An experienced commissioner, Jack

Sherlock, was appointed, but the unions rejected his non-binding recommendations.

Subsequent to a last-minute effort by the labour minister to mediate the dispute through his office, these firemen went on strike. In a surprise move, they refused to offer life-supporting services, such as ambulances and inhalators. In one municipality, even the telephone service was left unanswered so that fires could not be reported.

Because of the immediate danger to life and property posed by this disastrous turn of events, the Legislature was called into special session, and the Essential Services Continuation Act was introduced. The effect of the Act was to force an end to the firemen's strike.

As part of this special Act, the Labour Code was amended to allow, by Cabinet order, a 21-day cooling-off period when strikes in essential services endanger health and safety. The minister explained in the House that the intent of this amendment was to provide time for the parties to reconsider their position before the government was required to draft ad hoc legislation ending their dispute.

So we have come full circle. Only two years earlier, the media had written off legislation as the answer to emergency strikes. "Make it work or get rid of it" summed up public dissatisfaction with the MCA in the last year the law was in force.

The firemen's strike showed that voluntarism is not the final answer, but it is important to remember that the special back-to-work legislation was obeyed. By contrast, compulsory orders under the MCA were openly flouted. Timing is everything in collective bargaining, and the timing of strike prohibitions may be a significant ingredient in their effectiveness. The lesson may be that in this difficult area the law will have the most force

and effect when it is tailored to the particular dispute.

In conclusion, the negative experience under the MCA should make one pause and reflect upon the efficacy of using legal remedies with standing prohibitions against strikes.

It should be realized, however, that the MCA experiment in British Columbia was not conducted under laboratory conditions. The law was abruptly introduced without the participation of labour, which considered it punitive. The labour movement's unwavering antipathy toward the tribunal, together with the boycott of its hearings, greatly weakened the credibility of the Commission's decision.

Looking back over the four-year history of the MCA, the Commission appears to have pursued a course of self-destruction in the decisions it made. It displayed an insensitivity toward the dynamics of labour relations, from the first case of the nurses, where no salary increase was given, to the Teamster case, where management won more than it sought.

The law was defective in not defining criteria for an emergency dispute, and the Cabinet made some injudicious decisions as to what strikes were against the public interest, and issued compulsory orders on insufficient information.

In the light of these human errors, it could be asked whether the basic concept of the law was ever tested. If a different chairman had been selected and other changes made to the Act, would the law have succeeded? I doubt it.

Compulsion through law is a fragile process, depending greatly upon the timing of the intervention for its success. With standing emergency legislation like the MCA it was too easy to find that a public-interest strike should be declared illegal. As a result the force of the law in labour relations was weakened.

In fact, the irony is that permanent machinery will be less effective than an absence of legislative machinery. The certainty of a fixed solution becomes part of the problem in collective bargaining because it discourages genuine negotiations until

the final and known solution is invoked by the government.

The experience of the past eight years in British Columbia has shown the need for more thought and greater sophistication about the kind of issues and decisions, related to formal legal procedures, and the kinds that ought to be left to social and administrative processes.

While the reform of the Labour Code chose voluntarism over compulsion, however, the introduction of special legislation in the firemen's dispute shows that the policy of non-compulsion is limited only to standing legislative machinery. The code relies on the difficulty of introducing ad hoc legislation and the uncertainty of its content as an impetus to the settlement of labour disputes. The law recognizes the restraint that must be exercised by the government if its intervention is going to be successful in the resolution of labour disputes.

Only experience can judge the success of the Labour Code. While the initial signs are favourable, it is still too early to predict the outcome.

Industrial Unionism: Roots in the Depression

by Jack Williams

An insight into the birth and development of industrial unionism in Canada was provided by a series of informal discussions at McMaster University, Hamilton, this spring. Present were three veteran labour leaders: Charles H. Millard, former Canadian director of the United Steelworkers; George Burt, former Canadian director of the United Auto Workers; and Clarence S. Jackson, Canadian president of the United Electrical Workers. The program was conceived and conducted by Harry Waisglass of the Canada Department of Labour who was at McMaster as a visiting professor.

Beyond giving something of the flavour of the hectic union organizing

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days of the 1930s, the discussions provided a fascinating insight into the widely divergent personalities and philosophies of men who helped mould the labour movement in Canada. Millard said he found much of his inspiration in his Methodist religious beliefs. Jackson identified himself as a Communist. Burt assumed the position of a pragmatic trade unionist. The philosophies and actions of all three were markedly

affected by the Great Depression of the 1930s.

Millard said his religious background and its teaching of brotherhood, more than anything else, led to his involvement with organized labour. In second place was his interest in politics.

He found it easy to subscribe to the Regina Manifesto's socialist creed, and his ideals were personified by J.S. Woodsworth, founder of the Co-operative Commonwealth Federation (CCF). Millard still speaks with pride of Woodsworth's visit to the Millard home in Oshawa.

Millard, best known for his association with the United Steelworkers, was

initially a member of the United Auto Workers, and headed the union committee that signed the first contract with General Motors in Oshawa in 1937.

Born in St. Thomas, Ont., Millard established a small woodworking business in Oshawa, but it became a victim of the depression. He says he was given a job at General Motors to end his harassment of welfare officials.

This was at a time when union sentiment was growing, but the GM employees faced serious difficulties. Several years earlier, in 1928, a group of British tradesmen had staged an unsuccessful strike. They were fired and for months were blackballed by all Oshawa employers because of their union involvement. The memories of that experience and the fears it created lingered, but to some extent it added to the determination to have a union that could provide some degree of security. This desire culminated in the UAW's organizational drive in 1937.

"Before the highways were kept open all winter," Millard recalled, "it was the custom to put cars up on blocks for the winter and not drive again until spring. We only produced enough cars to accommodate the trade, so we might be laid off about the middle of June and not taken back until November. The company would give us an advance at Christmas so we could buy a few trinkets, but it was taken out of our pay later.

"During the depression, there was the indignity of having to go and ask for welfare gifts to feed your family. That hurt and I made my views known to the welfare people. I was such a non-conformist that they wanted to get rid of me and they finally got me a job at General Motors."

Burt, employed in the GM body shop, had been there longer, but his

"Employees who were hesitant about joining the union were given a wheelbarrow ride to the scrap pile"

memories of the depression were very similar.

"We had been building up to a union for quite a while," he said. "I was then about 34 and most of the young people of my age had married and were trying to establish homes when the depression crept up on us. During the 1930s we were treated pretty badly by General Motors. There was no time-and-a-half for overtime; no vacation pay; there was just work, work at low wages, ten hours or more a day. Then they cut our piece rates. "We came into 1935 and 1936 bitter. Most of us had been on welfare and it had been a bad experience. We were young and full of ambition and we were forced to suffer the indignity of being refused the chance to work. I was a skilled tradesman, I had my journeyman's license in plumbing and heating, but I couldn't work."

When the Oshawa workers started to talk union Burt had some idea of what it was all about. Before moving to Oshawa he had followed his trade at Sudbury and helped form a plumbers' union that won a contract providing \$1 an hour and the 40-hour week; a great accomplishment for the time. As far as Burt was concerned trade unionism was a practical method of meeting economic needs.

Jackson had a somewhat different background. He had grown up in the Fort William-Port Arthur area, now Thunder Bay, and he had experienced the uncertainties of seasonal employment. From there he went to Montreal and then on to Toronto, learning accounting and auditing along the route. He escaped much of the

personal suffering and indignity of the Great Depression, but as an observer of the economic scene he was deeply impressed. He saw the depression as evidence of the failure of capitalism. This strengthened his conviction that control by the working class was essential.

It was against this background that the CIO appeared. Union organization was mushrooming in the mass production industries in the United States. The established labour movement there, as in Canada, was dominated by craft unions that had little or no interest in helping production workers in industry to organize. When the new movement started, backed heavily by the United Mine Workers, the letters "CIO" took on the magic of new hope.

In Canada the first group of auto workers to organize was at the Kelsey Wheel plant in Windsor. James Napier, now a resident of Hamilton, smuggled CIO cards across the border and started enlisting members. Napier was fired but the union survived. There was no contract, but minutes of weekly meetings between the company and a union committee were accepted by both sides as defining conditions. There was no union security, but new employees who were hesitant about joining the union were given a wheelbarrow ride to the scrap pile and they quickly got the message.

Soon the struggle for the establishment of industrial unionism in Canada centred on General Motors at Oshawa.

"In 1937 those of us in the body shop were in a tremendous fight for better rates," Burt explained. "They had what they called a standard system of piece work. If you did 10 hours work in 8 hours you got 20 per cent above your base rate. Then at the end of the season they would change your job around and you would start a new season doing more work for less money — they got you both ways.

"If you walked into the office and got too smart, they would let you go"

"There was no grievance procedure and no redress. If you walked into the office and got too smart, they would let you go. And so we decided to stop work; we would let the line start and go just so far, and then we would stop it. They would come down to see what was wrong, but they would go to each group separately, and we couldn't get together. We got sick of that, and in 1937 all 400 of us walked across the street and sat on the loading dock until the company came to see us. We picked a committee, and I was one of the members. The company brought in Louis Fine from the Ontario Department of Labour.

"They kept the others in and paid them just to make sure they didn't come out to join us. It was then that we realized just how much power we had in the body shop, because it was the root of production for the whole plant. Finally we went back to work. We had won a little but it wasn't enough and we knew it. The agitation was still there.

"The UAW sent an organizer over, and they really organized us"

"There was a group that had been working underground in Oshawa and they decided to contact Detroit and ask for some help from the new Autoworkers' Union. The building trades were not suitable for us, and the AFL and the TLC were divided into trades. The CIO had just appeared and it seemed to be just what we needed.

"The UAW sent an organizer over, and they really organized us. We just

streamed in. I signed my union application on a piece of brown wrapping paper because I was too far down the line and they had run out of application cards. I was elected treasurer. I had no experience in public speaking. I don't think I was born to be a union leader and I can remember times when I was shaking and I didn't feel like a leader at all."

It was Millard, later to be replaced by Burt, who was elected first president of the Oshawa local, and to Millard fell the responsibility of providing leadership in one of Canada's most significant strikes.

"Strikes are usually won or lost before they even start," he told his McMaster audience. "This strike at General Motors started April 1, 1937, and lasted for about two weeks. Something happened during that two weeks that spelled the difference between a loss and a win, but it was the things that had gone on before that were really important. On top of that, we had help from a management person, Harry Carmichael (later general manager of General Motors of Canada) who had been a union member and had negotiated for the patternmakers' union in the United States.

"When we finally got an agreement, there was still no union recognition clause, but there was a clause for no discrimination. We remembered the eight men who had walked the streets after the 1928 strike and one of the great strengths of that first agreement was a provision that there would be no discrimination for having gone on strike. Mr. Carmichael helped us get that."

The General Motors agreement was a great accomplishment, even though it failed to include even a mention of the United Auto Workers. It had been won against the combined opposition of a giant corporation and the Ontario government. Mitchell Hepburn, Premier of the province, was adamantly

opposed to the CIO and declared it could only come into Ontario "over my dead body." The issue had split his cabinet and resulted in the resignation of two Ministers — Arthur Roebuck, Attorney General, and David Croll, Minister of Welfare. UAW members quote with pride Croll's words that he "would rather walk with the workers than ride with General Motors."

The union victory at GM was just the beginning for the UAW. There were still 10,000 to be organized at the Ford plant in Windsor, some 5,000 at Chrysler in Windsor, and others in small factories making auto parts.

"Strikes are usually won or lost before they even start"

"The small companies were under the thumb of the big companies and they were told in no uncertain terms that they could not sign an agreement with the UAW," Burt said. "There were violent strikes in some parts plants — Auto Specialty and Walkers Metal — where strikebreakers were used.

"We decided to concentrate on Chrysler. The workers were afraid to join the union. They had seen people fired and we had to hold secret meetings. We would get someone who had signed a UAW card to let us use his basement. Then we would get a keg of beer, but it couldn't be opened until the meeting was over. I would give my pitch, the length depending on how thirsty I thought the prospective members were. Then we would distribute cards and they would join, paying a dollar. After that we would open the keg. But two or three months later they would drop out and we would have to do it all over again.

"At Ford we also had to start operating secretly. Some of the UAW members at Kelsey formed a club and invited Ford people in. At first they didn't tell anyone it was a union organization, it was more like a beer-drinking club. When we got enough members, we held meetings in a room at the Prince Edward Hotel, but we had to watch that no foremen or management people got in because you could be fired for just being there. Before long, the Prince Edward room was too small and we moved to the Carpenters' Hall, then we had to rent a theatre.

"We rented a store near the plant for an office and hired some girls. The members came so fast the money piled up on the floor. One night the treasurer had over \$4,000 and he was afraid to go home. I went with him and he stayed awake all night, worrying about getting the money to the bank in the morning.

"Ford was a tough company. The president was Wallace Campbell, one of the country's biggest industrialists. He used to ride around the plant on an electric truck and he wore white gloves. It was the talk of all the employees. He challenged the union, even though the parent company across the river at Detroit recognized the UAW."

The conflict was building and, through the influence of the UAW in Detroit, the parent company stopped shipping material to Windsor. This led to intervention by the federal government, which accused the union of interfering with the war effort. The outcome was a vote on union representation, which the UAW won with about 75 per cent support. The first agreement giving outright recognition to the United Auto Workers followed.

The UAW was successful in its organizational efforts at Chrysler as well as some of the parts plants, but relations with the Ford company

The General Motors agreement was a great accomplishment

remained bad. There was resentment over disparities between the Windsor agreement and that in effect in Detroit, where there was a union shop and checkoff of union dues. Both these provisions were adamantly opposed by the Ford management at Windsor.

"Wages were not a factor, they were under wartime controls," Burt explained. "The fight was on principle — to establish a working agreement in the plant that would give workers a vehicle to air grievances that had accumulated since the depression years. They had not been forgotten, and there were fears they might be repeated. The workers were going to establish some form of industrial democracy or die trying. Some of them lost their jobs."

This culminated in the historic 1945 strike, which lasted 99 days. The key issue was the checkoff. Mr. Justice Ivan C. Rand was eventually accepted as an arbitrator and his decision introduced what became known as the Rand Formula, requiring persons within a recognized bargaining unit to pay dues, though not necessarily to join the union. Rand's argument was that those who benefited from the union's bargaining activities should share the cost.

Industrial unionism was growing in other areas. The CIO organization in Canada was headed by Silby Barrett of the United Mine Workers; in 1939 Millard became co-director. A short time later, Millard was given the responsibility of heading the Steel Workers' Organizing Committee in Canada, predecessor of the United Steel Workers.

An industrial union had been operating since 1936 at the Sydney Steel Mill of the Dominion Steel and Coal Corporation, and money was sent from that local to help others organize. At the Algoma Steel Mill in Sault Ste. Marie, there was an independent union affiliated to the All-Canadian Congress of Labour, and it joined the new Steel Union.

The largest basic steel operation was that of the Steel Company of Canada at Hamilton where there was stiff management opposition to union organization, though this was eventually overcome. A 1946 strike at Stelco, part of a national drive by unions for wage increases after World War II, was described by Jackson as "the coming of age" of industrial unionism in Canada.

The second CIO contract in Canada, after GM at Oshawa, was that negotiated by Jackson at the Philips Electric Co. in Brockville, Ont. Girls' rates were increased from 12 to 21 cents an hour and the rate for men rose to 36 cents. For the first time there were vacations with pay. The United Electrical Workers shared the problems of other CIO unions, there were firings for union activity and fluctuating economic conditions made organizing difficult. There were a number of strikes on the one issue of union recognition — the right to bargain collectively. In Quebec the UEW faced the formidable opposition of employers, the provincial government, and the Roman Catholic Church. The union was outlawed for a time by legislation.

Adding to the UEW's troubles were charges of "Communist domination." Jackson, freely admitting his personal support for the Communist philosophy, denies there was or is any control or domination of his union by any party, group, or individual. "There have been attempts to make us victims of McCarthyism," he said.

The sharp political differences that marked the early days of the CIO are still apparent. Jackson characterizes Millard as "a hatchet man hired by Phillip Murray (president of the CIO and of the United Steelworkers) to get rid of 'reds'."

Millard, speaking of the early days, says: "There was some trouble with the Communists, who took advantage of the situation and established cells in our organization. We had to clean them out, and we did when I took over."

It has been suggested that Burt tried to steer a middle course between the Communists and the anti-Communists. He told his McMaster audience: "When I started, I needed every bit of help I could get and I didn't stop to tell someone that because he was supposed to be a Communist he wouldn't be allowed to help. Members who were reputed to be Communists worked like the devil and they weren't afraid to make sacrifices. They walked the streets of Windsor to help form a union."

Millard remains a staunch NDP supporter and sees political and trade union activities as two parts of a whole. Burt thinks union political action is necessary and identifies

himself as an NDP supporter, but he is emphatic that it is the union and not the political party that must come first. Jackson believes unions should support the NDP and "other progressives;" but he considers embracing the NDP a mistake on labour's part. Suggestions that the election of the NDP, Communist or any other party would solve labour's problems is an illusion, he says.

"There was some trouble with the Communists, who took advantage of the situation"

One point on which the three veteran CIO leaders agree is the contribution made to labour organization in Canada by international unionism. Millard makes the additional interesting point that British trade unionists who had come to Canada were highly influential in the introduction of industrial unionism. All three were emphatic that help that came from the United States was in response to requests made by Canadians. Millard says also that the early organization of DOSCO at Sydney provided funds

that were used to organize unions in the United States.

The three had also found common ground and had co-operated actively in the formation of the Canadian Congress of Labour in 1940. The new CIO unions had been quick to recognize the necessity for some form of central organization bringing together individual unions. Rebuffed by the Trades and Labour Congress they turned to the smaller All-Canadian Congress of Labour. This organization, composed mainly of railway unions, was under the presidency of A.R. Mosher. The founding CIO unions and the All-Canadian Congress of Labour united to found the Canadian Congress of Labour. Policy differences later led to the expulsion of the United Electrical Workers and some other organizations which, the CCL leadership charged, were under Communist control.

In 1956, the Canadian Congress of Labour merged with the Trades and Labour Congress to form the present Canadian Labour Congress. There is, therefore, a direct line of succession from the CIO activities in which Jackson, Millard and Burt participated to the present structure of the labour movement in Canada.

Montreal Meeting

Multinationals: Common Enemy

by Linda Cahill

Quebec's militant and politically conscious trade union elite came in for a bit of a shock this summer when they met trade union delegates from underdeveloped countries at a conference in Montreal.

The province's union movement has been in the forefront of the attempt since the end of World War II, to fuse national aspirations for Quebec with economic and social goals.

Members of the Confederation of National Trade Unions (CNTU) and the Centrale de l'enseignement du Quebec (CEQ), the province's two most influential labour centrals who organized the June meeting, are fond of seeing Quebec as part of the oppressed "third world."

But Quebec delegates to the four-day International Workers Solidarity

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Conference were brought up short to realize how far behind underdeveloped nations they are when it comes to relating nationalism to the union movement.

These 20th century goals—the struggle for national liberation and for workers rights—are fused in many third world countries and provide a stronger vehicle for political and social change in South Africa, the Caribbean nations or Latin America, than they can here.

So for 400 voting Quebec delegates from around the province, and 200

observers including other Canadian trade unionists, the conference was an eye-opener.

Although the dual role of the union elite in Quebec, fostering nationalism and trade unionism, sets it apart from union movements elsewhere in Canada, the conference showed Quebecers still have more in common with the rest of the country than with their would-be brothers elsewhere.

In recent provincial elections, Quebec workers voted massively Liberal—showing strong support for the economic and social policies of Premier Robert Bourassa and a strong attachment to the "good life."

Clearly, economic well-being takes precedence over the workers' struggle for control in the factory or cultural

The struggle for national liberation and for workers rights are fused in many Third World countries

desires for a free Quebec, despite the explicit wishes of the union hierarchy that organized and funded this conference.

"Your most exploited class is the equivalent of our middle class," explained Noe da Sylva Saude, of Angola, one of about 50 foreign delegates at the conference, held June 12 to 16 at an east-end Montreal CEGEP.

And a delegate who preferred to remain un-named added simply: "The problem here is your high standard of living."

But a country's GNP is not the sole criterion for membership in the third world, according to strategists in both the 170,000 member CNTU and 70,000 member CEQ.

"Of course Quebec is not a third world country if you consider GNP," concedes CEQ publicist Hubert Sacy, one of the conference organizers.

"But we have the same multinational corporations here as they do there. The difference is that we are bought, bought with comfort and credit and colour television sets. But our industry is controlled by outsiders and our workers are exploited just as they are over there."

In resource-rich Quebec as in resource-rich Chile or Rhodesia, native workers dig out the profit-bearing minerals or process the primary products for the benefit of multinational corporations, usually headquartered in the United States, said CNTU spokesman Michel Chartrand, during the conference.

Most of the transformation of raw materials into finished goods takes place outside the primary producing country, and expensive finished goods are sold back to the captive market, he says.

In other countries, national and workers' movements are welded together to fight this system, but in Quebec, the loose alliance of socialist and nationalist impetus' poses little threat to the established order.

Delegates from the Zimbabwe African Congress of Unions, Rafael Baleni and Enos Malandu discussed the labour and national liberation struggle in Zimbabwe (Rhodesia) in these terms.

"A general and consistent persecution of workers exists in Rhodesia as in South Africa and Namibia, which makes the struggle for independence and the struggle of the trade unions one and the same," Baleni told the congress plenary session.

"Whenever political struggles have been proscribed by emergency legislation of the minority regimes, the workers have continued to reinforce the struggle by staging successful strikes.

"In the past three years—the colonialist regime has been under a constant state of siege by increased guerrilla activities, and African workers have undertaken a series of strikes, the bus strike of 1972, the coal miners strike of 1974, and strikes in many other industries."

The African workers' exclusion from normal life, and wage rates averaging from about \$15 to \$30, while whites earn on average about \$400 per month, form the basis for fusing the union movement and the nationalist struggle in Rhodesia.

And the participation in this exploitation of multinational corporations, many of which operate here in Canada, means that "these

companies are seen as the real enemies of the people of Zimbabwe," Baleni concluded.

A former revolutionary from Guinea-Bissau, a Portuguese colony in West Africa that became independent in 1973, outlined a similar relationship between union activity and the movement for national independence.

Pasqual Alves, a member of the Guinea-Bissau National Workers Union and the country's state council said the independence struggle in his nation began with union fights for justice for black workers there.

The conference showed Quebecers still have more in common with the rest of the country than with their would-be brothers elsewhere

Trade unions were first organized in his country of 800,000 people to protect the rights of white Portuguese working in the colony. The unions had some black members in certain industries but Portugal's anti-strike laws prevented them from taking to the streets in the fight for higher wages. Union headquarters in Portugal hesitated to help the blacks.

Eventually the local union leaders began the joint struggle for workers' rights and national independence.

After a decade of bloody guerrilla warfare, independence was won and the union militants formed part of the new state's government he said.

"No one had ever heard of us until we started our struggle," Alves told one workshop. "The workers in our country weren't unionized except for some Portuguese unions run by the government. These weren't mass

unions by any means. They were formed to protect the rights of white Portuguese workers in the colony."

"There were also laws against strikes, and the workers in Portugal were too timid to confront the government. But the head of our local union was the brother of Alfredo Cabral, now secretary-general of the union. It was he who organized the 1959 strike in which 50 dockers were killed by the Portuguese army."

The 1959 strike, which coincided with the start of the guerilla war for independence, was a turning point in the country's history. Although the union leader was assassinated others took his place and eventually beat back the Portuguese troops who ceded control of the country.

An interesting sidelight to this small country's twin struggle for national independence and workers rights is that Antonio Spínola, the Portuguese general who staged the successful coup d'état in Portugal in 1974, had been in charge of repressing Guinea-Bissau during the war, according to Alves.

"The leading revolutionary group in Portugal was the group that had been in charge of repressing Guinea-Bissau," Alves said. "It was only when they realized the impossibility of permanently repressing us that they went back and overthrew Caetano and their own repressive government."

Quebec delegates noted with astonishment how third world countries' union movements often work hand in glove with nationalist, independence movements.

In some newly independent countries like Algeria, Iraq and Guinea-Bissau, the union movement continues to work closely with the new government. But in others, such as the Caribbean nations, Peru and Chile, the labour movement is an organization that is parallel to

government, with aims that differ markedly from those who run the country.

The four-day conference, which took two years to prepare and cost \$82,000, including air fare for some third world delegates and simultaneous translation of all plenary sessions into English, French, Spanish and Arabic, showed once again that the Quebec labour movement places high priority on worker education. At a time when the CNTU was seriously debating cutting strike pay to 3,500 Asbestos workers (striking over health conditions in Thetford Mines) because the strike fund is low, the CNTU and the CEQ jointly spent \$53,000 on air fares for Latin American and African delegates who couldn't possibly have afforded to pay their own way.

About 700 voting delegates and observers were registered at the conference, organizer Sacy of the CEQ said. About one third were held for three hours on their arrival at Dorval Airport for questioning by the RCMP. Conference organizers also noted the presence of two men with high-powered telescopes monitoring the delegates' comings and goings, from the penthouse floor of a highrise apartment building across the street from the conference.

"The Egyptians were shocked at being detained for questioning but the Palestinians are used to it," Sacy said.

"And we believe the police are also monitoring delegates and watching who comes into the building from the apartment building on the other side of Sherbrooke St. They're certainly not repairing the penthouse pool with that high powered telescope they have."

Sacy stressed that the conference was meant to be a learning experience for Quebec delegates to show them the face of "the monster" they deal with daily—the multinational corporation operating all over the world.

Since the coup in Chile...scores of union leaders have been killed, tortured, imprisoned or exiled

Delegates also learned:

—Caribbean trade union movements are routinely repressed and strikes broken up by the police and army.

—Whites entering the Caribbean as tourists "cannot be guaranteed their lives" as one delegate from Antigua put it.

—Inflation in Chile since the coup has raised prices to North American levels, although wages average \$30 per month, according to exiled union delegate Oswald Cortez.

—The Gulf and Western company "broke the best union" in the Dominican Republic, according to that country's delegate Francisco Gonzalez. He added that Saha Volman, "a known agent of the CIA," was in charge of breaking that union. At Canadian-owned Falconbridge, the top union leaders were fired.

—In Trinidad, workers from the key sectors of oil, transport, sugar and agriculture banded together in a 40,000 person strike that almost crippled that country's economy between January and April of this year. The strike was broken by the army and police, according to Raffique Shah of Trinidad's island-wide farmers' trade union.

—Three official delegates from the Dominican Republic, leaders of that nation's major union, have been imprisoned on allegedly spurious charges. They are: Francisco Antonio Santos, secretary-general of the Dominican Republic's General Workers Central; Eugenio Perez Cepeda and Julio de Peda Valdez.

Latin American delegates stressed the perils of organizing workers in their countries.

Three would-be delegates from the Dominican Republic, for example, were unable to attend the conference because they were arrested and imprisoned shortly before their planned departure.

And since the coup in Chile in the fall of 1973, scores of union leaders have been killed, tortured, imprisoned or exiled. Among the exiles is Oswaldo Cortez, one of Chile's two official conference delegates.

During a round-table discussion with journalists following conference workshops, Latin American delegates explained their problems at home and how they view the Quebec situation.

The multinationals came under heavy fire from every direction during the conference

Francisco Gonzalez, a delegate from the Dominican Republic's Workers' Union noted that political consciousness is increasing among workers, both in his country and Canada.

The multinationals came under heavy fire from every direction during the conference, with Gonzalez and others suggesting they interfere in the political workings of independent states as well as those under colonial domination.

Gonzalez, a member of his union's youth wing, said: "Three of our leaders who were supposed to be delegates are in prison and two others have been persecuted. No union leaders are being allowed to leave the country.

"Workers seem to be aware of their exploitation by employers in general, and by American corporations in particular."

"In the Dominican Republic, the workers denounced the bad environment conditions in the Falconbridge nickel installation but were told the safety measures were good because they were the same as those in Canada. When we got here we found these famed safety measures as useless here as at home."

But despite the foreign delegates' polite affirmations of Quebec's "oppressed" status within North America, it was evident that most of these delegates didn't expect great revolutionary strides to be made here in the near future.

Peruvian and Mexican delegates outlined some of the dangers facing a would-be militant union movement in a relatively well-off part of the world by discussing the history of their own labour movements.

"One thing is absolutely clear," said Andres Luna Vargas, discussing the similarities and differences between the Peru and Quebec situations.

"We face the same enemy, American economic imperialism. But in my country there are two kinds of union participation. The first tries openly to co-operate with the government and says it is the enemy of the class struggle. It is supported by the mass of the people and influential with government. On the other hand, the agricultural workers whom I represent, the miners, the teachers and other unions are trying to form an opposite pole, a different kind of unionism, and it is very difficult."

There is one obvious parallel between the Quebec and Peruvian situations. The militant teachers' union, the CEQ, was the wellspring and mainstay for

Peruvian and Mexican delegates outlined some of the dangers facing a would-be militant union movement... by discussing the history of their own labour movements

the conference organization, and it was supported primarily by the CNTU, a confederation of miners, professional people, nurses, hospital workers and so on. Notably absent from the conference was Quebec's third major central, the Quebec Federation of Labour.

The QFL representing industrial unions, has been openly accused by its rivals of playing along with Quebec's Liberal government and working on a riding level to help elect Liberal candidates to the National Assembly.

Sacy said the QFL originally intended to participate but withdrew not long before the conference began.

A Mexican delegate to the conference, Arturo Alcade Justiniani of the Authentic Workers Front, presented his country's labour movement as an example of what happens to unions that aren't politically conscious and don't keep their skirts clear of government.

Justiniani said his country had a vigorous labour movement during the 1930s, but this movement is now trammelled in its own bureaucracy, working with the government to guarantee cheap labour, and labour peace to the multinational corporations operating in Mexico.

"Since we've been here we've noted some differences and many similarities to the Mexican situation," he said.

"We found exploitation exists despite the façade of the developed country, and the origin of capitalism is the same in your country as in ours."

"Multinational companies produce the same effects in our country as yours except that unionism is more threatened at home. Another difference is that we have a serious colour problem as well as union problems."

"But the evolution of our union movement might give you a good example to consider. In the 1930s we had a strong union movement with no political consciousness. We now have a bureaucratic structure where the same secretary-general has been in charge for 35 years, and he guarantees low salaries and labour peace to the government and the multinational companies. The principle labour central has the support of the government party and takes part in its capitalist strategies. Everyone is preoccupied with purging the unions, and we're in a situation that is hard to get out of."

The conference wound up with a three-page general statement agreed

to by all voting delegates from Quebec, Latin America, the Caribbean, African nations, and Arab countries. Several Palestinians who are members of Arab trade unions in the countries where they reside were also voting delegates.

Condemning the exploitation of natural resources, "whether in Quebec, Latin America, the Caribbean, African or Asian countries by multinational companies," they supported "the right of any country to nationalize its natural resources." Pledging to keep in close touch in the fight against the multinational corporations, delegates promised to work together in "solidarity for the struggle of all oppressed workers."

They denounced the Quebec mass media for virtually ignoring the conference and gave their support to the Palestinian Liberation organization in its fight against Israel.

For the people of the third world countries the conference, (first of its kind except for a similar one held in Chile shortly before the 1973 coup) was an opportunity to see "how the other half lives."

Despite tight security precautions to make sure all delegates registered well in advance of the conference and were, in fact, who they claimed to be, many of the foreign delegates were clearly uneasy in the presence of members of the Western mass media and even in the company of their fellow delegates.

What the Quebec workers learned can probably be summed up in the comments heard on opening night when an English-speaking delegate from Africa took the microphone to explain the colonial struggle in Rhodesia.

"Why is that guy speaking English?" one delegate from Thetford Mines asked another. "In lots of third world countries the oppressed people speak English, not just the bosses," her companion replied.

By the time the conference ended, these delegates and other working Quebecers there had their consciousness' magnified 100 times, turning their attention away from the language issue which has divided Quebec workers.



Adjusting to Inflation

by Frederick Stapenhurst

Canada's stubbornly high rate of inflation has forced policymakers to look at "new" approaches to the problem. One approach receiving extensive coverage in academic and business journals is indexation — the linking of the number of dollars to be delivered on a contract to changes in some specified price index. Much confusion still exists about the relative advantages and disadvantages of indexation, however. This article examines how an indexing system might work, and evaluates some of the observations made by economists about indexation as a desirable arrangement for the Canadian economy.

Indexing simply means attaching escalator clauses based on some relevant yardstick of inflation to various long-term contracts. Wages and rents, for example would be raised periodically to keep step with the cost of living. Interest payments on bonds and bank deposits would be adjusted in line with the inflation rate, and the tax system would be readjusted so that corporate and individual income gains that merely

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reflect inflation are not taxed away, resulting in a loss of real income. The purpose of indexation is not to check inflation, but simply to provide a more rapid and near-full adjustment of the economy to inflationary forces, thereby blunting their impact.

Indexing is hardly a new concept; indeed, attempts to adjust to inflation are as old as inflation itself. In England, the payment of tithes was once linked to an average of wheat, barley and oats prices; Oxford and Cambridge Universities rented their land for payments in grain, thus ensuring against price fluctuations. And as early as the mid-1700s, a form of indexing was used in the Massachusetts Colony. Since World War I, more than 30 countries have relied at one time or another on at least limited indexing, and four of these—Brazil, Chile, Israel and Uruguay—have implemented very complex programs.

The fundamental case for comprehensive indexation rests on the claim that it would approximate the results of a stable price level — even in the absence of price stability — thus eliminating inflation-caused uncertainty over the real value of future money income.

In an unindexed economy, the chances of sizeable losses or gains in income resulting from sharp fluctuations in the general price level are great, especially in an economy with a history of price instability. It is therefore likely that in an unindexed economy more resources will be devoted to seeking effective hedges against inflation than will be the case in an indexed economy.

In the absence of indexing, labour unions, as a preliminary to wage bargaining, devote resources to estimating the attrition that future inflation may work on real wages; investors devote resources to seeking out inflation-proof assets; and profit-maximizing business decisions require more inputs of information. Indexing eliminates the need for these extra

resource-using activities by ensuring that general price-level movements will have only minimal effects on the real value of future income or capital payments. From the point of view of equity in the distribution of wealth, an unstable price level may bring about shifts in the distribution of real income among various socio-economic groups.

Although all prices may be under upward pressure during a period of general inflation, the prices of some goods and services typically go up more than the prices of others. This unevenness of the price impact results in part from different degrees of market power enjoyed by sellers of different kinds of goods and services. For example, some strong labour unions might enjoy the protection of escalator clauses in their trade agreements while weaker unions or non-union workers do not. The principle behind indexation is to provide across-the-board protection against inflation's worst effects, and thereby protect the poor, the weak and the elderly.

Another advantage of indexation is the prospect that workers will come to rely on escalator clauses to keep wages in line with prices, rather than to demand excessive "catch-up" wage increases that would raise real wages to a point where total employment growth may be slowed—which appears to be happening at the moment.

One of the most talked about disadvantages of indexation is that it could discourage the fight against inflation. Indexation is not suggested as a cure for inflation, but rather as a means of reducing the inequities of inflation while other anti-inflation policies get to the roots of the problem. It has been suggested that whatever resistance to inflation that does exist in the economy would decline if a system of indexation is adopted, and that politicians, in particular, would have very little incentive to introduce policy measures aimed at controlling the rate of

inflation. Moreover, the general public may interpret the adoption of escalator clauses to mean that the government has given up the fight against inflation and is seeking only to live with it—which in turn would reinforce inflationary expectations.

More important, it would seem that a complete system of indexing would virtually ensure a rising rate of inflation that would automatically be built into the economic system. Under perfect indexation, any exogenous shock, such as the Arab oil embargo, could unleash an unlimited increase in the price level as prices affect wages, which in turn put upward pressure on prices.

Another objection to indexation is that it would hamper the economic process by interfering with the price allocation mechanism. This mechanism works by raising the relative price of scarce resources, thereby encouraging more economical use of such resources. If all costs were passed on and nominal incomes automatically adjusted, producers and consumers would have less incentive to economize by changing their buying patterns. As a result, it is argued, inflationary pressures would become even stronger and scarce resources scarcer. The effect of indexation in this respect, therefore, would be similar to that of wage and price controls, but the indexation arrangement does not, by itself, prevent relative price changes.

Finally, there would be considerable problems for a country like Canada to install a comprehensive indexing system, unless all other major countries also had such a system. If, for example, Canadian debt securities were indexed and U.S. securities were not, a flood of U.S. funds would probably flow into Canada to take advantage of this protective device. Also, with a large foreign-trade sector, Canada could not run the risk of reducing concern about inflation through indexing if other countries

were still attempting to control their inflation rates.

Considerable controversy surrounds the issue of which index is appropriate as a measure of inflation. The representatives of the population to which an index refers and the samples used to reflect that population, fixity of weights, differences between list prices and transaction prices, inadequate allowances for quality changes — all these may cause measured indices to diverge from an analytically correct index. And different sectors of society will invariably push for the adoption of the particular index that best promotes *their* interests.

During the past two years, Canada has spasmodically installed a system of partial indexing in various areas of government activity. First, various transfer payments, particularly old age pensions, were linked to the Consumer Price Index. Then the family allowance was substantially increased—although not on an indexed basis. Later, the personal income tax system was indexed in terms of both tax brackets and personal exemptions, thus making Canada one of the first countries to adopt tax indexing. In addition, indexing has also developed to a limited extent in private wage settlements that include annual cost of living increases, and a number of major corporations have made considerable upward adjustments in their pensions, to help offset the effects of inflation. With this partial system now in place, pressure for protection against inflation is starting to build among other groups in society. This is particularly true of investors who have seen the real return on debt securities move to a negative rate, and as a result, increasing consideration is now being given to the possibility of indexing debt securities. Last year, for example, the outdated yields on Canada Savings Bonds were raised to 9 3/4 per cent—admittedly, an imprecise effort at indexing, but nevertheless containing the kernel of the idea.

Brazil's experience is often considered the prime example of indexation as a "miracle cure." In 1964, Brazil had an inflation rate of 90 per cent annually; three years later, with the adoption of indexing *and* other stringent anti-inflationary policies, the inflation rate was reduced to 25 per cent. In 1973 it was only 15 per cent. (Admittedly, last year the rate increased to around 30 per cent—mainly due to international pressures—but it is expected to decline this year to about 12 per cent.) In conjunction with its policy of indexation, Brazil adopted four other basic economic instruments to combat inflation — strict fiscal and monetary policy, price regulations, wage restraint, and a series of mini-devaluations of the cruzeiro.

According to Dr. Milton Friedman — a staunch advocate of indexation — it was the latter that enabled the rate of inflation to be reduced *without* having to go through an intervening recession. Even the more cautious OECD remarked that indexing "appears to have been instrumental in enabling the Brazilian authorities to reduce drastically the country's rate of inflation without hampering its economic growth".

In Israel, indexation of wages and investments was at least partially responsible for the reduction of inflation from 25 per cent to 3 per cent, while in Holland, indexing of wages, pensions and taxes helped to reduce inflation from nearly 10 per cent to just over 5 per cent.

Nearer home, indexing is widely used in the U.S. economy, with automatic



or semi-automatic escalation clauses tied to a cost of living index in a number of key areas.

In conclusion, it should be stressed that indexation does not remove the causes of inflation; once the economy has adapted to indexation, the actual indexing, in and of itself, will not necessarily affect the inflation rate at all. However, it can compensate people for their losses in purchasing power resulting from rising prices, and it would reduce the adverse side effects that effective measures to end

inflation would have on output and employment. The advantages of indexation seem obvious, but the problems of adopting a comprehensive system are very real. While the debate continues, more and more persons, institutions and business firms are wondering about the practicality of having certain segments of the economy indexed, while other segments are not. This situation is producing an identifiable set of gainers and losers and a growing disgruntlement over the failure of policymakers to find some solution to the problem of inflation.

Measuring Inflation

by G.J. Finn

One of the most popular activities for economically minded Canadians is to read, write or talk about inflation. Inevitably, this leads to mention of the cost of living index, and this is when the trouble begins. There is no such thing as a cost of living index; not in Canada, not in North America, not anywhere.

Some labour-management teams respond to inflation by incorporating a cost of living allowance (COLA) clause in their agreements, and some of these negotiating teams, now entering a second generation of COLA clause bargaining, are faced with the difficult decision of whether to maintain the "point system" or change to the so-called "percentage formula."

At the heart of both the "point system" and the "percentage formula" is the Consumer Price Index, produced monthly by Statistics Canada. But the CPI is *not* a cost of living index; it is a way of accurately measuring the change in price of a constant group of

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items such as food, household operation, haircuts and automobile repairs. The change is measured from a base period (i.e. 1961) to the present and represents the spending behaviour of a group of average families.

Each of the 300 items included in the basket of goods and services is described in detail in a manual used by those collecting the prices. This guarantees the same item will be priced each and every week. It is obvious that if different items were priced from one week to the next, it would be impossible to determine the extent the price has changed. For example, cans of vegetables must be the same size and quality week after week if we are going to determine any real price increase or decrease.

A cost of living index, on the other hand, is not restricted to a constant basket of goods and services. Most people will frequently substitute consumer items in response to price changes. When the price of beef skyrocketed a while ago, many shoppers switched to poultry or fish. Similarly, as long distance telephone rates go up, a wise consumer would telephone during the discount hours whenever possible. To the extent that one makes these substitutions, the same items are not being measured each week. Measuring the actual cost of living rather than a *constant* basket of goods and services is probably the most notable difference between the CPI and a cost of living index.

The Consumer Price Index as we know it today reflects the seventh revision of item weights and content since it was first introduced early in the century. Such revisions are needed because family spending habits and the range of goods and services available change. Examples

of newly-introduced items that have become more important in family purchases since 1957 are frozen potatoes, plastic garbage bags and camping equipment.

Naturally, as some items of expenditure increase their significance in the consumer budget, others decline in relative importance. Among items whose diminished importance has led to them being dropped from the CPI basket are coal, wringer-type washers and men's hats.

Categories used in the CPI are food, clothing, housing, transportation, health and personal care, recreation, education and reading, tobacco, and alcohol. These are likely the same groups you would use in preparing a household budget. Each of the 300 items that are priced has a weight indicating its relative importance to the total basket and is grouped in one of these seven categories.

Retail prices, including all sales and excise taxes, are collected from a variety of sources, with the number of price quotations for an item varying widely, depending on its nature. In any one month, more than 40,000 individual food prices are used in the national index, on the basis of nearly one hundred items priced in up to 20 stores in each of 34 cities. On the other hand, only a single price in each city is required for such items as streetcar and bus fares or automobile licences. Although most items are priced monthly, those subject to less volatile price behaviour are priced accordingly.

This price data allows Statistics Canada to revise and update the

Consumer Price Index each month. CPI generally refers to the All-Canada, All-Items index. Statistics Canada also publishes an index for each of fourteen regional cities.

The Consumer Price Index only measures prices, but there are many non-price factors, such as additions to family size and changes in the income tax structure that it omits. A true cost of living index would attempt to measure the impact of all such non-price factors. Whereas the CPI measures price changes, a cost of living index would measure the *effect* of price changes.

Quite often, the CPI is considered to be something it is not. In spite of its wide acceptance, very little is known about the CPI and how to use it as a measure of inflation.

A frequent misunderstanding is the notion of the current annual rate of increase in the CPI. There are so many different ways of measuring various rates-of-change of a given time series that anyone but a statistical expert is left bewildered by the meaning of the various rates. This problem was recently compounded with the publication of seasonally adjusted CPI data. It is suggested that a growth rate calculated using seasonally adjusted data, compounded over the preceding three months and raised to an annual rate is the most appropriate way to measure the current annual rate of inflation.

Those using the index should be aware that it relates to the expenditure basket of households with two to six persons living in urban centres with populations of more than

30,000 and earning \$4,000 to \$12,000 per year in 1967. The items in the average expenditure basket do not include all household expenditures. The basket excludes such items as life insurance, union dues, land and personal taxes.

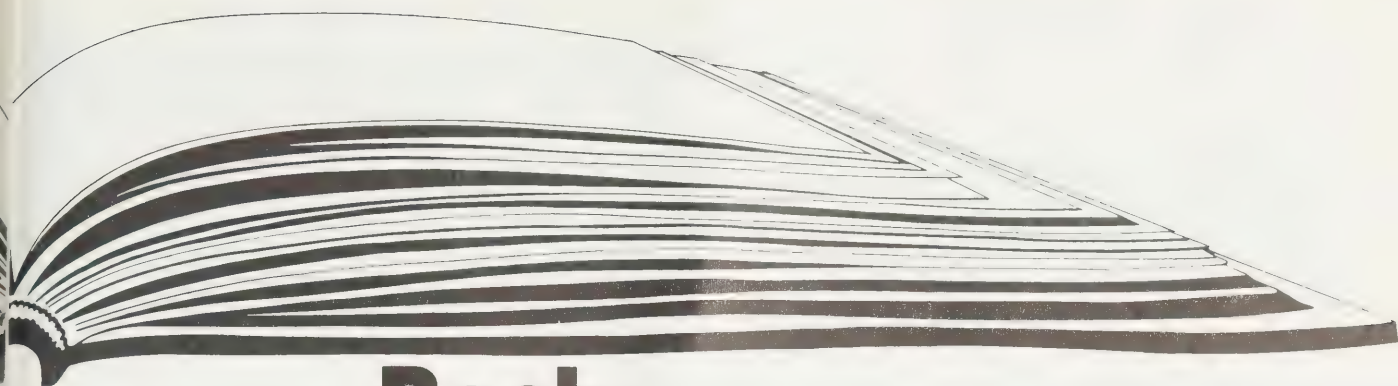
Criticisms levelled at the CPI centre on points such as the limited scope of the population coverage, and the inability to substitute goods and services and an insensitivity to quality changes in various goods and services.

It is also alleged at times that the CPI does not reflect the experience of the population living outside the CPI cities, especially of the population in small towns.

Most criticisms of the CPI tend to be made by persons wanting to use the index for some purpose other than that intended. It is obvious that if someone uses the CPI as a true cost of living index they will find that it comes up short of their expectations.

In conclusion, users of the CPI should keep in mind that it is unlikely that a single index, regardless of its conceptual and statistical qualities, could reflect the complex forces that operate to produce inflationary price change.

The Consumer Price Index is a readily available measure of price change. It is published monthly, unrevised, and it is available within two weeks of the end of the month to which it applies. Its ready availability is a significant reason for its widespread use as a monitor of current price variation.



Books

The Bitter Thirties in Quebec

by **Evelyn Dumas**, translated from the French by Arnold Bennett, Montreal, Black Rose Books, 1975, 151 pp.

The publisher and translator have done English-speaking Canadians a service by providing this English-language version of Evelyn Dumas' history of several bitter strikes in Quebec in the 1930s and 40s. The book first appeared in French, under the title, *Dans le sommeil de nos os* (In the sleep of our bones).

It reminds Canadians that labour militancy in Quebec is not a post-war development but has a much longer history. It is well researched, based on interviews with some of the strikers themselves, newspapers of the period and documentation provided by the Canada Department of Labour and other government agencies.

Dumas has covered labour for three daily newspapers— *Le Devoir*, the *Montreal Star* and *Le Jour*. Arnold

Bennett has retained the author's own style in his near-literal translation. While the result may leave the work somewhat deficient as English literature, the reader is aware that a writer who declares herself to be "in love with the workers," is telling their story with the authenticity possible only to one of their fellow Quebecois.

Most of the strikes reviewed are little known to the postwar generation, among them the "foreigners' strike" at the Noranda copper mines. It was called that because most of the employees were immigrants. The walkout was promoted by the Workers Unity League, "a completely Canadian, Communist-inspired union" that existed only between 1929 and 1935, and it was broken when the company brought in English- and French-speaking native-born workers. Indeed, the *Rouyn-Noranda Press* wrote that the "Reds" had rendered the "inestimable service," because as a result of the strike the percentage of foreign-born workers at the mine had fallen from 50 to 25 per cent, and the percentage of French-Canadian employees had increased considerably.

Dumas describes the early struggles to organize the garment industry in Montreal, when 4,000 workers, many of them women, marched in the streets, and masses of women picketed stores. She tells of activists from the International Ladies Garment Workers Union in 1935 visiting workers in their homes to tell them not to go to work the next day, and of visiting the shops to shut off the power and stop the machines. Obviously, labour militancy did not have to wait until the 1960s and 70s to erupt in Quebec.

She also tells the tale of the girls employed as drapers and hand finishers who won a \$2.50-a-week increase in another garment strike, and then wanted to give the money to a union representative "because we went to church yesterday and it was explained to us that this money was a sin, and it was a sin to accept it."

She also describes the efforts by the Canadian and Catholic Confederation of Labour, predecessor of the Confederation of National Trade Unions, to oppose the ILGWU. A letter

from the CCCL's general chaplain and two other priests was read from the pulpits of Montreal churches: "In substance the letter said that with the approval of Cardinal Villeneuve of Quebec, the reverend abbés urged the workers not to join the international union; it demanded that the government arrest and deport 'foreign agents and communists' who were leading the ILGWU."

Dumas recounts the bitter 10-day strike at the Aluminum Company of Canada factory at Arvida, which, as supplier of aluminum for airplane construction, was one of the country's most important war industries. Militant workers seized the factory, the federal government sent in 400 soldiers, and vats of aluminum were allowed to "freeze", reducing wartime production by 32 million pounds at a cost to the company of six million dollars.

Also forgotten, and revived by Dumas, are the jurisdictional strikes by the CCCL and two international unions—the Brotherhood of Paper Workers and the Brotherhood of Pulp, Sulphite and Paper Mill Workers.

Nor are strikes by Montreal police and firemen phenomena of the 1970s. Both groups walked off the job in Montreal in 1943; so did municipal blue-workers and white-collar collar workers, as well as street railway employees.

Dumas covers a period of stormy labour relations. There were 667 strikes in the province from 1939 to 1946, 133 of them in 1942 alone and 103 in 1943. Clearly, as the author observes, "the opening of the left in Quebec did not begin just 10 years ago or 20 years ago."

She asks why the strikes of the period "have been spoken of too little up to now" and then answers her own question: "Perhaps there has been too much reliance, in the examination of the social history of Quebec, on the statements of official spokesmen, on those whom others have called 'the situation definers'. There should have been more attention paid to those who made this history."

Dumas, in bridging this historical gap, has provided an easy and interesting introduction to a period of Quebec labour history little known to English-speaking Canadians. *The Bitter Thirties in Quebec* is a helpful background for understanding the current, equally bitter, Seventies.

—Roy LaBerge



•FORUM invites readers
to freely express their opinions on
topics of concern to the working population.

Letters must be signed
and length should not exceed 600 words.

Guaranteed Income

Health and Welfare Minister Marc Lalonde has served notice in the bluntest of terms that the government is determined to implement a guaranteed income program designed to lift the burden of poverty from a large number of Canadians.

Lalonde says that the three primary goals of a new plan to help the poor have been agreed upon by Ottawa and the provincial welfare ministers. They are:

1. To guarantee to every individual or family an adequate income in relation to community standards.
2. To minimize hardships resulting from sudden changes in income.
3. To encourage people to improve their social and economic position.

Lalonde points out that the pattern of income distribution in Canada has changed scarcely at all during the past 25 years. The bottom 20 per cent of Canadian families receive less than 6 per cent of total family income, whereas the top 20 per cent receive 39 per cent.

For those in the upper 20 per cent it is difficult to understand what it means to be in the bottom one fifth. It means, as Lalonde says, "children who are undernourished and sick; youths who can never achieve their full

potential because nutritional deficiencies or the realities of life on the streets rob them of ambition and energy; young adults struggling to raise undernourished children while they themselves are ill; the elderly or the disabled living alone in single rooms, excluded from the mainstream of society."

These are conditions any compassionate society would want to change. But how, precisely, does the government propose to do it?

An essential part of the new program will be an effort by government to persuade employers to hire productive people, such as the handicapped or heads of single-parent families, who cannot be expected to adapt or to conform with normal work arrangements.

Lalonde also gave clear assurance that the new guaranteed-income program will not encourage malingering. He promises to develop "work incentive measures for those working, but at unacceptably low incomes, to ensure that people who are employed more or less regularly will receive incomes higher than the levels guaranteed to those not working but receiving a guaranteed income."

The minister did not discuss cost when describing the government's commitment to an income-maintenance program. Presumably this

is a detail that will be revealed along with the other specifics of the program this summer.

Meanwhile, it is reassuring that a vital ingredient of the new program will be a strong incentive for people to work, rather than live off those other members of society whose productivity is essential to the generation of the tax revenue necessary to help the poor.

Editorial

The Financial Post, Toronto



Railway Unions Unhappy With Transport Policy

The recent unveiling of Jean Marchand's "new" transportation policy sent ripples of apprehension and dismay through the ranks of the railway unions.

They had been promised full consultation in the proposed reform of the transport system. Instead they received only a token briefing on the voluminous reports a few weeks before they were released. They had little opportunity to make an input during the actual formation of policy.

When reproached by a rail union leader during a public briefing session, Marchand contended that his speech and the accompanying documents

were only the "framework" for a new policy. They were, he said, intended to stimulate debate leading up to the tabling of specific amendments to the National Transportation Act later in the year. The unions, he added, would have lots of time to make their views known before then.

This may be so. But they would have preferred to be let in at the stage when basic principles and premises were being decided...

Last year, particularly during the election campaign, Marchand promised a glorious revival of railway passenger service. He argued that the train is the most efficient vehicle for moving people, consumes far less fuel than other modes, causes less pollution and requires less use of land. It was the answer, he claimed, to the growing traffic congestion and environmental abuse stemming from our top-heavy reliance on the private automobile.

In his new policy, however, while continuing to pay lip service to these broader social considerations, he falls back on "commercial viability" as the main criterion. All the emphasis on improving rail passenger facilities is confined to the highly urbanized Quebec-Windsor corridor, with the implication that passenger trains elsewhere in the country will soon suffer the fate of the dodo bird.

"It would be cheaper," he said, "to give train travellers in these outlying areas free bus tickets." That flippant remark betrays a very narrow view of transportation needs. It is based solely on profit- and-loss and government subsidy figures, all suspect since they overlook the fact that the railway companies have been striving for years to discourage rather than attract passengers.

And they misrepresent the actual subsidies, largely ignoring the huge indirect costs of airport and highway construction, navigation and

meteorological services, dock and harbour dredging operations, snow-clearing, and the many other government-financed aids enjoyed by the non-railway transport firms.

The rail unions naturally wonder whose influence caused Marchand to do a philosophical flip-flop and revert to the free enterprise concept of public transit enshrined by his predecessor, J.W. Pickersgill...

With the profit motive now reinstated as the test of rail service, the unions aren't hopeful they can keep the passenger trains running much longer outside central Canada. They may have to be content with lobbying for legislative action to protect their members from the ensuing job dislocations...

They are also concerned about the reference in Marchand's verbal effusion to the need to prevent strikes from interrupting the movement of grain and other essential commodities.

The rail unions' right to strike is already severely limited—usually being rescinded after a week or so by parliamentary back-to-work orders—but they would strenuously object to having it withdrawn entirely.

They will be warning Marchand and his cabinet colleagues that such a prohibition could provoke more labour unrest on the railways, instead of reducing it.

It may be significant that Canadian National and Canadian Pacific have quietly been sounding out union leaders on the possibility of negotiating a long-term contract this fall when the present one-year agreement expires. Some company officials have even proposed an unprecedented five-year contract.

In view of the uncertainty aroused by Marchand's policy statement, the unions will be wary of getting locked into more than a one-year pact. They

don't want to sign a long-term agreement, and then be hit with a series of job-destroying changes that they would be powerless to deal with.

Marchand's new policy, which the unions had looked forward to with hope, has instead intensified their fears. Unless its basic principles and assumptions are radically altered in the next few months, it will create among railway workers a pre-bargaining mood not at all conducive to a peaceful settlement.

Ed Finn

Public Relations Director
Canadian Brotherhood of Railway
Transport, and General Workers
In *The Toronto Star*



Can Unions Criticize Government?

Arthur Stewart, president of the 8,000-member Supply and Services Union of the Public Service Alliance of Canada (PSAC) received a three-month suspension from the Minister of Supply and Services, Jean-Pierre Goyer, for publicly criticizing his department.

A services officer who belongs to the same union as Stewart, discusses the implications of Goyer's actions for public service unions:

The suspension of Stewart by Goyer, claiming that Stewart was acting in his capacity as a departmental employee, not as a union president, should serve as a warning to other public-sector unions. This is especially true for the PSAC and its 15 other component unions.

According to the constitution of the PSAC, only public service employees are eligible for elected union offices. If the government chooses to take punitive action against any public servant, acting in his or her capacity

as a union official, the government has the ability to manipulate public-sector unions at its whim.

This is a perfect Catch 22 situation: To be a union president one must be a public servant, but if one is a public servant, one cannot act publicly as a union president.

Yet it is ludicrous to think that union presidents in the public sector have no right to criticize the government. Certainly, not even Bryce Mackasey would deny that Joe Davidson, president of the Canadian Union of Postal Workers, has a right to speak out on behalf of the rank and file of postal workers.

However, if the Stewart suspension is not rescinded, public-sector unionism will be seriously undermined. Can collective bargaining be taken seriously when with one hand the government gives public servants the right to bargain collectively, and with the other hand the government suspends union presidents for speaking out on behalf of their members?

If this is indeed the case, it follows that the government should also rescind collective bargaining. Then public servants could be reassured as to what the government's own attitude is.

Gerard Kreeft
In *The Citizen*, Ottawa

Strikes Unacceptable

It is strange how workers like teachers and hospital staff assert that their work is so important that they must be paid high wages and then, when the strike issue arises, turn around and contend that the work is

so non-essential that a strike will cause no injury.

Mrs. Hartman [national secretary-treasurer of the Canadian Union of Public Employees] said that compulsory arbitration cannot be made to work. Yet compulsory arbitration in Ontario initially produced some of the best settlements that hospital workers ever received. If it has ceased to do the job, it is because all those involved have not worked to keep the process functioning well.

It is understandable that those who have never had the right to strike, or had it only recently, should feel compelled to use it; but that does not make it necessary or acceptable.

Many hospital workers have been treated unfairly; many hospital boards have clung too stubbornly to the historic idea that hospital work was charitable work and ought to be low-paid; some governments have refused boards the room to bargain honestly with their workers.

But strikes will not provide an answer. They will merely intensify the atmosphere of confrontation and drive the public to demand that politicians write law to limit further the use of the strike.

What Canada desperately needs is reasonable people who will seriously seek alternatives to strikes. We settle our other disputes through the courts. What structures do we need to settle labour-management disputes?

If the words compulsory arbitration raise union hackles, then we need new words to cover a new system. Communication between labour and management would have to be improved, so that it functions from day to day, solving problems as they arise and preventing a vast pile-up of

grievances that preconditions a union to strike.

We need yardsticks shaped in non-essential, non-monopolistic industries that do have the right to strike. These yardsticks could then be used as tools in reaching fair settlements in essential industries denied the strike weapon. We need more trained and experienced mediators and arbitrators.

We need people who will think out new means of achieving labour justice that have not yet been used in Canada, or have perhaps been used nowhere. We need the will to seek alternatives to the strike. We need all this because labour-management relations is one part of our society that has never been brought fully under a judicial process and that, in a civilized country, is where it belongs.

Editorial
The Globe and Mail

Income Redistribution

The more one considers the matter, the clearer it becomes that redistribution is in its effects far less a redistribution of income from the richer to the poorer, as we imagined, than a redistribution of power from the individual to the state. In so far as the state amputates higher incomes, it must assume their saving and investment functions. In so far as the amputated higher incomes fail to sustain certain social activities, the state must step in, subsidize these activities, and preside over them.

Bertrand de Jouvenel
Economist
Quoted in *Canadian Business*

Labour Legislation in 1974

Part VI—Workmen's Compensation

by Michel Gauvin

In 1974, several jurisdictions made changes in their workmen's compensation legislation. Saskatchewan passed a new Act, The Workers' Compensation Act, 1974, to replace The Workmen's Compensation (Accident Fund) Act. Amendments were also made to the Acts of British Columbia, Manitoba, Ontario, Prince Edward Island, New Brunswick and to the federal Merchant Seamen Compensation Act. In British Columbia and Manitoba, the title of the Act has been changed to "The Workers' Compensation Act"; this title is now standard in the four western provinces. In the Northwest Territories a revised Workers' Compensation Ordinance, effective October 1, 1974, provides for the creation of a Board to administer the legislation.

Creation of NWT Board

A Workers' Compensation Board has been established in the Northwest Territories to administer the Workers' Compensation Ordinance. Since 1954, the Alberta Workers' Compensation

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Board had looked after the adjudication of claims referred to it by the Northwest Territories Commissioner, acting as a referee for the assessment of permanent disability, and for contentious cases of claims. These responsibilities ceased with the issue of the new Ordinance.

The board consists of three members appointed by the commissioner for a term not exceeding five years; however, any member whose term has expired is eligible for reappointment.

The commissioner may appoint one member to be chairman of the board. Two members of the board constitute a quorum and the board may appoint a medical adviser to assist it in its proceedings.

The board has power to determine all matters and questions arising under

the Ordinance. This task was formerly performed by the commissioner or a referee appointed by him.

Any action or decision of the board is final and is not open to review in any court except where there has been a denial of natural justice or an excess of jurisdiction exercised by the board.

All decisions and rulings of the board must be given according to the justice and merits of the case, and the board must, from the circumstances of the case, the evidence adduced and medical opinions, draw all reasonable inferences and presumptions in favour of the worker.

In the case an amount awarded as compensation by the board is not paid within 30 days of the day on which the award was made or required to be paid, whichever is applicable, the board, the worker or any dependant may file a certificate embodying the substance of the order with the clerk of the Court, and this certificate is deemed to have the same effect as if it were a judgment of the Court.

Coverage

The revised Northwest Territories Ordinance applies to employers in all industries in the Territories except those exempted by a regulation of the Board. Employers are not liable to pay compensation, however, in the case of casual workers, domestic servants, outworkers or members of the legal, medical, accounting, dental or pharmaceutical profession; the industries of farming and ranching have been removed from this list of excluded occupations.

Persons working in the public interest, whether they are paid or not, may be brought under the scope of the Ordinance by the commissioner, upon such terms and conditions as he directs, and are deemed to be employees of the Government of the Northwest Territories for the purposes of the Ordinance. The commissioner may also deem to be workers employed by the Government of the Northwest Territories any person or class of persons enrolled in a vocational or training program approved by him.

In Alberta, general regulations in force on January 1, 1974, set out the list of industries, establishments, undertakings, trades or businesses that are exempt from the application of the Act unless the work in which they are engaged is carried on as part of an industry to which the Act applies or there has been an application for coverage approved by the board. According to the regulations, the Act does not apply to flight-crew members, any workers assigned to the duty of flying for the main purpose of servicing the aircraft, any operation of airplanes for hire and the operation of flying schools or clubs. Unless exceptions are made, teachers, principals, other school administrator staff and professionals are not covered by the Act.

The Ontario Workmen's Compensation Act now covers volunteer municipal

ambulance brigades. Also in Ontario, an airline that has a regularly scheduled international passenger service and works constructed or operated by the airline and used or intended to be used for or in connection with the business of the airline, are included in the category of employers individually liable to pay compensation and medical aid. This became effective January 1, 1974.

Coming into force on January 1, 1975, Saskatchewan's list of industries excluded from the operation of the Act unless an application for coverage has been accepted by the board has been substantially reduced. The remaining industries or occupations are characterized by the sporadic and transient nature of the work and the impracticability of obtaining an accurate record thereof.

Also in Saskatchewan, where a union represents a worker or workers in an industry not within the scope of the Act, the employer may submit an application for coverage only with the consent of the union.

Amendments to the British Columbia Act have expanded the circumstances in which coverage is available to work study and self-improvement programs. In the case of a person or group of persons engaged in a work study or any other program of self-improvement involving work, whether payment is received or not, the board may admit the persons concerned as being within the scope of Part I of the Act upon an application of an employer or a program organizer. The board may also, with the approval of the Lieutenant-Governor in Council, deem any person or group engaged in such program to be workers of the Crown in right of the province and to be covered by Part I of the Act.

In Manitoba the Lieutenant-Governor in Council may, by order, declare any persons or class of persons to be workmen in the employment of the Government. Except as otherwise

directed, such workers are to be compensated in accordance with special provisions, which set out the income on which compensation is to be based for temporary and permanent disability.

The Lieutenant-Governor in Council may also, by regulation, include any industry within the application of Part I of the Act, and in so doing he may provide that the regulation applies to a part or the whole of the province.

Part I of Newfoundland's Act now applies to the industries of whaling, sealing and farming. Persons involved in the industry of fishing, whaling or sealing who are remunerated by shares or who are employed on a boat, vessel or ship provided by the employer are deemed to be workmen for the purpose of the Act. The Workmen's Compensation Act, 1948, which applied to certain classes of commercial fishermen, was repealed July 3, 1973. Accidents that occurred before that date, however, continue to be under the operation of the Act.

Earnings Ceiling

Effective July 1, 1974 the ceiling on maximum annual earnings on which compensation payments are based was increased from \$8,400 to \$10,000 in Saskatchewan, from \$8,000 to \$10,000 in Manitoba and from \$10,000 to \$12,000 in Ontario. In British Columbia, the new maximum annual wage is now of \$12,100 effective January 1, 1975; this reflects an increase in average wages and salaries in the province. Northwest Territories raised its ceiling to \$10,000 for accidents occurring after September 30, 1974.

Coming into force January 1, 1975, Prince Edward Island increased its ceiling by \$1,000 to \$8,000 and New Brunswick raised its from \$7,500 to \$9,000.

Amendments to the legislation of Manitoba and Saskatchewan provide that the income ceiling will be increased by \$1,000 increments whenever 10 per cent or more workers injured during the preceding year are earning incomes in excess of the maximum average earnings applicable at that time.

In British Columbia a new formula adjusting the earnings ceiling has been introduced. Prior to the end of each year, the board determines the maximum wage rate for the following year; the amount is established in relation with the annual average wages and salaries in the province for the preceding year.

The maximum annual earnings insurable in respect of a member of municipal volunteer fire brigade and firefighter covered by the Manitoba Act have been increased from \$8,000 to \$10,000 a year in respect of injuries occurring on or after July 1, 1974.

Benefits to Dependants

Allowances paid to dependants of workers fatally injured have been increased in five provinces and the Northwest Territories, and for merchant seamen (federal). A new system based on the pension the deceased worker would have received for permanent total disability has been introduced in British Columbia and Manitoba.

In the case of the death of a worker in British Columbia, the funeral expenses were increased from \$380 to \$669.60 and for incidental and transportation expenses from \$120 to \$223.20, effective January 1, 1975.

A new system of compensation for deaths occurring on or after July 1, 1974 is included in The Workmen's Compensation Amendment Act, 1974. A widow or invalid widower with two or more children is to receive an

amount equal to the pension the deceased worker would have received for permanent total disability plus \$72.54 per month for each child beyond two in number. Federal benefits payable under the Canada Pension Plan as a result of the death or because the spouse has retired or reached retirement age are included in the amount.

A widow or an invalid widower with one child is to receive 85 per cent of the permanent total disability pension (federal benefits included). A widow of 50 years or over at the date of death or an invalid spouse is entitled to 60 per cent of the permanent total disability pension (federal benefits included). A capital sum of \$11,160.08 is paid to a widow under 40 years at the date of death where there are no dependant children or to a widower when the surviving spouse is not an invalid.

A widow who is not an invalid, has no dependent children and is between the age of 40 and 50 years at the date of death is entitled to a minimum amount of \$234.36 a month plus a proportion (according to the age) of the difference between this amount and what is received by a widow of 50 years or over. A table showing the various proportions is included in the Act.

Where there is no surviving spouse or common-law wife eligible for monthly payments, a dependent child under 18 or 21 years if attending school, or an invalid child, is entitled to a monthly payment that equals 40 per cent of the permanent disability pension when combined with federal benefits. For two children the percentage is 50 per cent and when there are three or more, the proportion is 60 per cent plus \$72.54 a month for each child beyond three in number.

The minimum allowances payable to a widow or widower with one or more children, to a widow of 50 years or over, to an invalid spouse or to

orphan(s) is calculated in each case in respect of a deceased worker with average earnings of \$7,812.05.

The period after which a common-law wife is entitled to compensation, provided that the worker does not leave a dependent widow, has been reduced by 50 per cent to three years or one year where a child was born to the union.

Where compensation is being paid to dependants in respect of deaths occurring prior to July 1, 1974, and those dependants are not entitled to receive benefits under the Canada Pension Plan, a widow of 50 years of age or over, an invalid spouse, orphan(s) or a widow with children are entitled to additional monthly payments equal to \$97.10 for a spouse and \$30.13 for each child. Where dependants would qualify for such increases but for the fact that they are receiving benefits under the Canada Pension Plan, and where the total amount they receive is less than what is provided under the Act, the amount is increased accordingly.

An Act to amend The Workmen's Compensation Act was passed in Manitoba. Allowances paid to widows or invalid widowers or employees fatally injured before January 1, 1974 went up by 66.6 per cent from \$150 to \$250 monthly. Additionally, for children under age 16, allowances were increased from \$60 to \$70 monthly, and for children over 16 years continuing their education, the amount went up from \$70 to \$80 monthly.

A widow or an invalid widower cannot receive less than \$250; where there is one child, the minimum amount to the surviving parent is \$250 plus the allowance the child is entitled to; where there are two or more children \$250 plus any amounts payable for the two oldest children.

Where the dependants are orphaned children, the monthly payment for

each child under the age of 16 years has been increased from \$70 to \$80 and from \$80 to \$90 when education is being continued.

The monthly allowance granted to a workman's mother who was wholly dependent upon his earnings has been increased to \$250 from \$150.

Where a worker dies after December 31, 1973, the compensation to a widow or an invalid widower is to be the greater of a monthly allowance equal to the permanent total disability pension the workman would have been entitled to if he had lived, or the compensation provided for deaths occurring before January 1, 1974 as mentioned above.

Where a workman who dies after December 31, 1973 leaves no surviving dependent spouse or where the dependent widow or invalid widower receiving compensation dies, other dependants' allowances are calculated according to the provisions of the Act which deal with deaths occurring before January 1, 1974.

Under its new Workers' Compensation Act, Saskatchewan has changed most provisions dealing with compensation to dependants in case of death.

The necessary funeral expenses have been increased from \$300 to \$400. Benefits to a surviving dependent spouse were increased by 105 per cent from \$133.90 to \$275 per month. Dependent spouses are entitled to benefits whether widow or widower. The monthly allowance received by a surviving spouse in respect of a child under 16 years has been increased from \$52.50 to \$65 a month. Where the only dependants are children under 16 years they now receive an allowance of \$80 a month compared with \$68.25 previously.

The lump sum given in the case of death to a surviving spouse, or where the worker leaves no surviving spouse

to a foster parent, is now \$500, an increase of \$200.

Where a worker leaves no dependent spouse, a common-law spouse is entitled to compensation provided that they have cohabited for a period of two years preceding the death of the worker. Formerly the requirement was five years, or three when a child was born.

Effective July 1, 1974, monthly payments to a dependent widow or widower in Ontario have been increased from \$250 to \$260 a month.

Amendments to the Prince Edward Island Act have increased the monthly allowance to dependent widows or invalid widowers from \$100 to \$150 and the additional payment to each child under 16 years was increased from \$30 to \$40. This took effect on April 1, 1974. Where the dependants are children, the monthly payment is now of \$50 compared with \$40 previously.

The revised Northwest Territories Ordinance includes some changes dealing with the payment of benefits to dependants. The maximum funeral expenses have been increased from \$300 to \$500. Necessary expenses are allowed for the transportation of the body within the limits of the Territories.

Where the accident occurred after September 30, 1974, the lump sum payable to a dependent widow or dependent widower is increased to \$500 from \$300.

In the case of deaths occurring after September 30, 1974, a dependent widow or widower is entitled to a monthly payment of \$250. An additional amount of \$70 a month is paid for children under 16 years or for so long as, in the opinion of the board, it might reasonably have been expected that, had the worker lived, he would have continued to contribute

to the support of the child. Monthly payments made in respect of an invalid child of any age have also been increased to \$70.

Orphan children are receiving the same allowances as children with a parent. Children under 16 years, however, or attending school, and invalid children of any age are entitled, in the discretion of the board, to an additional amount of \$10 a month.

A dependent common-law husband and a foster father are now entitled to receive compensation in the same manner as a common-law wife or a foster mother.

The age limit of 21 years for compensation to children attending school has been lifted. Now a child who makes progress at any school satisfactory to the board may receive payments until he is granted a university degree for the first time or completes a course in technical or vocational training.

Workmen's compensation benefits for merchant seamen under federal jurisdiction have been increased by Order in Council, effective July 1, 1974. The Order increased allowances to widows, dependent children and orphans.

Monthly allowances for widows were increased to \$175 from \$120; for each dependent child to \$45 from \$35, and for an orphaned child to \$60 from \$45. The lump sum payable in case of death to a widow or foster mother was raised from \$300 to \$400. The maximum annual earnings for the purpose of computing compensation was increased to \$9,000 from \$7,000.

The Merchant Seamen Compensation Act, administered by the Merchant Seamen Compensation Board, covers seamen who are not entitled to similar coverage under any of the provincial workmen's compensation Acts. There are now approximately 32 shipping companies employing about 2,100 seamen covered by the Act.

Marriage of Widow

The lump sum a dependent widow is entitled to receive because of marriage has been fixed at \$3,600 in Manitoba; previously she was entitled to a sum equal to the payments for two years.

In the Northwest Territories, the lump sum has been increased from \$1,500 to \$2,500 and a dependent widower, a common-law wife or a common-law husband receiving compensation are also entitled to the payment.

The lump sum is equal to the payments for two years in British Columbia and Saskatchewan; the maximum amounts of \$2,500 and \$2,000 respectively were lifted.

In the case of remarriage after a death that occurs in Ontario after January 1, 1974, a dependent widower or a dependent common-law wife or husband are now entitled to the payment of a lump sum, as well as a dependent widow.

Disability Benefits

Seven jurisdictions have changed their legislation concerning disability benefits. The minimum compensation for permanent total and temporary total disability was increased. (See table this page.)

For temporary partial or permanent partial disability, workers receive a corresponding amount in proportion to the impairment or the diminution of earning capacity.

Effective July 1, 1974, an amendment to the Ontario Act provides that the total disability pension cannot be less than what would have been payable to dependants if the worker had died from the injury.

Also in Ontario, full benefits for injured workers who have a temporary partial

disability and are unable to find suitable work will now continue for as long as the disability lasts, subject to two conditions:

1) The worker must be available for, and co-operate in any desirable medical or rehabilitation program provided by the board.

2) He must be willing to accept available employment that the board thinks is suitable to his capabilities.

In addition, the Ontario Workmen's Compensation Amendment Act, 1973 (No. 2) extends compensation to employees suffering from an industrial disease regardless of reduction of earning capacity.

The amount of the compensation is fixed with reference to the average earnings of the employee as calculated under the provisions of the Act. Where an employee is no longer engaged in the occupation by which

the disease is caused, however, the board may determine his average earnings at an amount that it considers equitable, having regard to the average earnings of a fully qualified person engaged in the same occupation during the 12 months prior to the commencement of disability, but in no case exceeding the ceiling on annual earnings. This applies only to an employee who has been awarded compensation for an industrial disease on or after January 1, 1974.

The Northwest Territories Ordinance provides that a worker who is entitled to compensation because of an accident that causes temporary partial disability and who returns to suitable employment, must be paid 75 per cent of his loss of earnings for so long as the disability lasts. The ceiling on average earnings does not apply in this case but the amount cannot exceed the compensation the worker would have received for total temporary disability.

	Permanent Total	Temporary Total
British Columbia	\$341.01 a month (formerly \$281)	\$78.69 a week ¹ (formerly \$42.85)
Manitoba	\$250 a month ¹ (formerly \$175)	\$250 a month ¹ (formerly \$40 a week)
Ontario	\$260 a month (formerly \$250)	\$55 a week ¹ (no change)
Prince Edward Island	\$45 a week ¹ (formerly \$25)	\$45 a week ¹ (formerly \$25)
Saskatchewan	\$75 a week (formerly \$40)	\$75 a week ¹ (formerly \$40)
Northwest Territories	\$55 a week ¹ (formerly \$40)	\$55 a week ¹ (formerly \$40)
Federal (Merchant Seamen)	\$45 a week ¹ (formerly \$35)	\$45 a week ¹ (formerly \$35)

¹or earnings, if less.

A new method of calculating permanent total disability pensions was introduced in Saskatchewan. Formerly the "average wage" used as the base was the injured worker's weekly wage as averaged over the 12 months prior to the injury. From now on, the greater of either that figure or the employee's actual wage at the time of the accident is to be used.

Where a worker suffers an injury for which permanent disability compensation is payable and the worker was, at or about the time of the injury, undergoing training or instruction of a kind satisfactory to the Saskatchewan Board, the board may review the amount of compensation payable to the worker and may increase the compensation to an amount that fairly represents in its opinion what the worker would have been earning upon the completion of the training or instruction. Compensation for New Brunswick workers who contracted silicosis prior to June 1, 1948 has been increased from \$100 to \$125 a month where, in the opinion of the board, the worker is disabled and cannot continue his ordinary occupation. In case death occurred after June 1, 1948, the widow is entitled to the same compensation. This came into effect on April 1, 1974.

Review of Benefits

The Northwest Territories Workers' Compensation Board is to review the provisions of the Ordinance respecting the amounts payable as compensation. It will lay before the Council, starting at the first session in 1976 and every two years thereafter, a report setting forth its opinion as to whether the amounts payable as compensation are adequate considering the economic circumstances in the Territories at that time. The report will also contain the recommendations of the board concerning the amounts payable.

In British Columbia the provision tying compensation to the Consumer Price Index has been amended. It is now adjusted half-yearly, starting July 1, 1974, and covers all payments made under the Act.

**Principles about
Determination of Claims**

The Workers' Compensation Board of Saskatchewan is to provide reasons in writing for its decisions regarding cases in which it is unable to determine an issue in favour of the claimant. Subject to other provision of the Act, the board is not to reject the claim of a worker for compensation or reduce the amount of compensation to him, by reason of a physical condition of the worker that was existing at the time of the injury if the condition had not prior to that injury resulted in any physical disability to the worker and had not affected his ability to do his work.

Workers' Advocate

The Government of Saskatchewan, recognizing the need for an effective appeal mechanism from the decisions of the Workers' Compensation Board, has appointed a Workers' Advocate. The Workers' Advocate has the authority to receive complaints, examine board files and otherwise assist an injured worker or his dependants in obtaining compensation

from the board. He may decline to provide his services, however, in respect of any claim where he is of the opinion that the claimant does not have grounds for the compensation sought or has failed to pursue his claim for an undue length of time having regard to the circumstances of the case.

**Training of Dependent
Spouse**

Where compensation is payable under Part I of the British Columbia Act as the result of the death of a worker, the board may make provisions and expenditures for the training or retraining of a surviving dependent spouse. This applies from July 1, 1974, whether the death occurred before or after that date.

The Saskatchewan Board also may make such expenditures as it considers necessary to encourage dependent spouses of deceased workers to become self-sufficient.

Advisory Committee

Effective January 1, 1974, the Lieutenant-Governor of Manitoba may appoint persons, including representatives of employers and workers, to a committee to advise the Minister of Labour on matters relating to compensation or any other matter under the Act.

CORRECTION

Labour Legislation in 1974,
Part V—Industrial Safety and
Health

*The middle column on p. 461
of The Labour Gazette, July
1975, should follow line 16 of
the first column.*

Benefits for Dependents of Deceased Workman January 1, 1975

(a) Funeral, Body Transportation, Lump Sum to Widow

Province	Funeral Maximum	Transportation of Body Maximum	Widow Lump Sum
Alberta	\$450	\$100 (only expenses within province allowed)	\$500 ¹
British Columbia	\$669.60 plus \$223.20 plot or cremation	\$223.20 (only expenses within province allowed)	\$558.01 ¹
Manitoba	\$300 plus \$50 plot or cremation	Necessary expenses; in Board's discretion part of expenses into or outside province	\$650 ²
New Brunswick	\$500	Necessary expenses	\$300
Newfoundland	\$400	\$125	\$300 ¹
Nova Scotia	\$400	\$100	\$500 ¹
Ontario	\$500	Necessary expenses	\$500 ^{1,2}
Prince Edward Island	\$400	\$100	\$400 ¹
Quebec	\$600	\$150	\$500 ²
Saskatchewan	\$400 plus \$50 plot	Necessary expenses	\$500 ¹
Northwest Territories	\$500	Necessary expenses within Territories	\$500 ¹
Yukon Territory	\$600	\$105	\$525 ¹
Merchant Seamen (Federal)	\$400	\$125	\$400 ²

¹ Invalid widower dependent on deceased wife's earnings eligible for same benefits as widow; dependent widower in Alberta, Yukon and Northwest Territories.

² In case no spouse is surviving, foster mother eligible for lump sum.

Note: Abbreviations (not all standard)—amt., amount; av., average; circs., circumstances; diff., differences; ea., each; ex., exceeding; max., maximum; min., minimum; m., monthly; prop., proportion, proportionate; PTD., permanent total disability; w., weekly.

(b) Monthly Benefits

Province	Widow ^{1,4}	Child with Parent	Orphan Child	Only Dependents Other than Widow and Child	Maximum
Alberta	Full PTD. pension. Death prior to 1/1/74 min. \$225	Under 18 \$70 for death prior to 1/1/74 ²	Under 18 \$70 plus amt. not ex. \$50 to any child under 18 ²	As Nfld. Max. to parent(s) \$70 m. Max. in all \$105 m.	
British Columbia	\$175.52 ⁵ After 1/7/74 prop. PTD. pension ⁶	Under 16 \$57.14; 16-18 at school \$64.29; 18-21 at school \$71.42 ^{2,5,6}	Under 16 \$64.29; 16-21 at school \$78.56 ² After 1/1/74 prop. PTD. ⁷	As Nfld. Max. to parent(s) \$128.34 Max. in all \$128.34 If widow or orphans max. \$128.34 to parent(s)	
Manitoba	Min. \$250 m. Death after 31/12/73 Full PTD. pension.	Under 16 \$70 Over 16 at school \$80 ²	Under 16 \$80 Over 16 at school \$90 ²	Max. to wholly dependent mother \$250 Other dependants as Nfld. Max. \$30 ea. Max. in all \$60	75% av. earnings ³ Min. \$250 to widow; \$250 plus amt. payable for child to widow with one; \$250 plus amt. payable for two eldest children, widow with two or more
New Brunswick	\$140	Under 21 at school \$40 ²	Under 21 at school \$75 ²	As Nfld.	75% of av. earnings ³
Newfoundland	\$150	Under 16 \$50 ²	Under 16 \$60 ²	Reasonable sum determined by Board prop. to pecuniary loss so long as Board considers worker would have contributed to support	
Nova Scotia	\$252 m.	Under 18 \$51 m. ²	Under 18 \$68 m. ²	As Nfld. Max. \$84 m. Max. in all \$112 m.	
Ontario	\$260 m.	Under 16 \$70 ²	Under 16 \$80 ² m.	As Nfld. Max. \$260	
Prince Edward Island	\$150 m.	Under 16 \$40 ² m.	Under 16 \$50 ² m.	As Nfld. Max. to parent(s) \$40 max. in all \$60	75% av. earnings Board may waive where circs. require and pay \$150 to widow, \$40 ea. child under 16 ³
Québec	\$175.69 m.	At school, age not limited \$45.69m. Not at school age limit 18 ²	At school, age not limited \$71.80 m. Not at school age limit 18 ²	As Nfld.	75% av. earnings ³ Min. \$221.38m. widow and one child; \$267.07 m. widow and two; \$312.76 m. widow and more than two
Saskatchewan	\$275 m.	Under 16 \$65 ² m.	Under 16 \$80 m. plus sum at Board's discretion ²	As Nfld.	

Province	Widow ^{1, 4}	Child with Parent	Orphan Child	Only Dependents Other than Widow and Child	Maximum
Northwest Territories	Max. \$250 m.	Under 16 or at school \$70 ² Invalid any age \$70	Under 16 or at school \$70 ² Invalid any age \$70 plus discretionary \$10	Max. to parent \$75 Max. in all \$100	
Yukon Territory	\$170 m.	Under 16 \$55 ² Invalid child \$70 ² m.	Under 18 \$55 ² plus discretionary \$10	Max. to parent \$150 max. in all \$250	
Merchant Seamen (Federal)	\$175 m.	Under 18 \$45 ²	Under 18 \$60 ²	As Nfld.	75% of av. earnings ³

¹ Invalid widower (widower in Alta., Ont., Sask., NWT and Yukon) dependent on his deceased wife's earnings eligible for same benefits as widow. Under all jurisdictions where there is no surviving dependent spouse, foster parent(s) eligible for same benefits as widow (invalid widower) for as long as one child is entitled to compensation; in Alberta \$225 a month plus \$70 a child. Where there is no surviving dependent spouse, a dependent common-law wife (husband in Alberta, Ontario and Saskatchewan) eligible in the discretion of the Board for same benefits as widow (invalid widower); in Ontario and Northwest Territories common-law wife eligible after 6 years (2 with one child or more), in Alberta 5(2), British Columbia 3(1), Saskatchewan 2, Manitoba 3, Nova Scotia 7(1), Newfoundland 7(2) and in Yukon 3 (immediately preceding death if one child or more).

² Payments to children may be made at Board's discretion, if desirable for a child to continue his education, up to age 18 in Yukon, to 25 in Alberta, to 21 in Nova Scotia, New Brunswick, Newfoundland, Prince Edward Island, Saskatchewan and for Merchant Seamen (Federal); until the child is granted a university degree or completes a course in technical training in Manitoba and Northwest Territories; and as long as the child is pursuing his studies in Ontario and Québec. In Alberta, Newfoundland, Prince Edward Island and Yukon, payments to invalid children are continued so long as the Board considers the workman would have contributed to the child's support. In other provinces, payments are continued until recovery.

³ For maximum annual earnings on which compensation may be based, see Table 2, column 6.

⁴ Marriage of dependent widow(er): lump sum equal to two years in British Columbia, Saskatchewan, Ontario, Québec and for Merchant Seamen (Federal); one year in New Brunswick and Newfoundland; \$2,700 in Alberta; \$3,600 in Manitoba; \$2,625 in Yukon; \$2,500 in Northwest Territories; \$1,400 in Nova Scotia; and in Prince Edward Island, \$100 for 12 months, in each province one total payment is available. The dependent widow or widower continues to receive payments in respect of a child.

⁵ Where compensation is being paid to dependants in respect of deaths occurring before 1/7/74, and those dependants are not receiving or are not entitled to receive benefits under the Canada Pension Plan, a widow of 50 years of age or over, an invalid spouse, dependent children or a widow with children are entitled to additional monthly payments equal to \$97.10 for a spouse and \$30.13 for each child. Where dependants would qualify for such increases but for the fact that they are receiving benefits under the Canada Pension Plan, and where the amount of benefits is less than what they would have received, the amount is increased accordingly.

⁶ B.C. system of compensation for deaths occurring on or after July 1, 1974, though the injury that caused the death may have occurred earlier: widow or invalid widower with two or more children: PTD pension (Federal Benefits under the Canada Pension Plan included) plus \$72.54 for each child beyond two. Widow or invalid widower with one child: 85% of PTD pension (Federal Benefits included). Widow of 50 years or over at the date of death or an invalid husband: 60% of PTD (Federal Benefits included). Where there are no dependent children: widow under 40 years at the date of death not invalid and widower not invalid: a capital sum of \$11,160.08; widow not invalid between 40 and 50 years at the date of death: a minimum of \$234.36 plus a proportion according to age of the difference between this amount and 60% of PTD pension.

⁷ Benefits to orphans for deaths occurring on or after July 1, 1974: one child, 40% PTD pension (Federal Benefits included); two children 50% PTD (Federal Benefits included); three or more children, 60% PTD pension plus \$72.54 for each child beyond three in number (Federal Benefits included).

Disability Benefits—January 1, 1975

Province	Permanent ⁵ Total	Permanent ⁵ Partial	Temporary ⁵ Total	Temporary ⁵ Partial	Annual Earnings Ceiling
Alberta	75% earnings Min. \$275 m.	Prop. of 75% earnings based on impaired capacity ² Min. prop. of \$275	75% earnings Min. \$63.46 w. earnings, if less	Prop. of 75% earnings based on impaired capacity	\$10,000
British Columbia	75% earnings Min. \$362.70m.	Prop. of 75% earnings based on impaired capacity ^{1, 2, 3}	75% earnings Min. \$83.70 w. earnings, if less	75% diff. in earnings before and after accident ^{2, 3}	\$12,100
Manitoba	75% earnings Min. \$250 m. or earnings, if less	Amt. determined by Board, not ex. 75% earnings ^{2, 3} Board may pay more under certain conditions	75% earnings Min. \$250 m. or earnings, if less	75% diff. in earnings before and after accident or based on impaired capacity ²	\$10,000
New Brunswick	Av. earnings but not ex. 75% of \$9,000 Min. \$250 m.	Amt. determined by Board based on impaired capacity ² Min. \$250 m. where earning capacity is diminished by 50% or more	75% earnings Min. \$45 w. or earnings, if less	If earning capacity diminished by more than 10%, 75% of diminution of capacity	\$9,000
Newfoundland	75% earnings Min. \$250 or earnings, if less	Prop. of 75% earnings based on impaired capa- city ^{1, 1} Min. prop. of \$250	75% earnings Min. \$45 or earnings, if less	Prop. of 75% earnings based on impaired capacity. If more equitable 75% diff. in earnings before and after accident ^{2, 3}	\$9,000
Nova Scotia	75% earnings Min. \$252 m. \$51 m. for each child under 18 or up to 21 at school	Prop. of 75% earnings based on impaired capacity Av. earnings must be taken as not less than \$300 m. ^{1, 2}	75% earnings Min. \$66 w. or earnings, if less	75% diff. in earnings before and after accident ^{2, 3}	\$9,000
Ontario	75% earnings Min. \$260 m.	Prop. of 75% earnings based on impaired Capacity ^{1, 2} Min. prop. of \$260	75% earnings Min. \$55 w. earnings, if less	75% diff. in earnings before and after accident or based on impaired capacity ^{2, 3}	\$12,000
Prince Edward Island	75% earnings Min. \$45 w. or earnings if less ⁴	Prop. of 75% earnings based on impaired capacity ^{1, 2, 3}	75% earnings Min. \$45 w. or earnings, if less	75% diff. in earnings before and after accident or based on impaired capacity ^{2, 3}	\$8,000
Québec	75% earnings Min. \$35 w. or earnings, if less	Prop. of 75% earnings based on impaired capa- city ^{2, 3}	75% earnings Min. \$35 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity ^{2, 3}	\$9,000

Province	Permanent ⁵ Total	Permanent ⁵ Partial	Temporary ⁵ Total	Temporary ⁵ Partial	Annual Earnings Ceiling
Saskatchewan	75% earnings Min. \$325 m.	Prop. of 75% earnings based on impaired capacity ^{1, 2, 3}	75% earnings Min. \$75 w. or earnings, if less	75% diff. in earnings before and after accident ²	\$10,000
Northwest Territories	75% av. earnings Min. \$55 w. or earnings, if less ²	Prop. of 75% earnings based on impaired capacity	75% earnings Min. \$55 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity	\$10,000
Yukon Territory	75% av. earnings Min. \$50 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity	75% earnings Min. \$50 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity	\$9,000
Merchant Seamen Compensation (Federal)	75% av. earnings Min. \$45 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity ^{1, 2, 3}	75% av. earnings Min. \$45 w. or earnings, if less	Prop. of 75% earnings based on impaired capacity ^{2, 3}	\$9,000

¹ The Act also permits the use of the wage-loss method in calculating compensation. Under this method, compensation is 75 per cent of the difference in the average earnings of the workman before and after the accident.

² If earning capacity is diminished 10 per cent or less (5 percent or less in Northwest Territories, 15 per cent in Newfoundland) a lump sum may be given.

³ The minimum payable in case of partial disability is the same proportion of the minimum for total disability (see column 4) as impairment is of full earning capacity.

⁴ Board may fix compensation on basis of \$15 a week, even though earnings are less than that amount.

⁵ In Alberta, British Columbia, Manitoba, Newfoundland, Ontario, Prince Edward Island, Quebec, Saskatchewan, Northwest Territories and Yukon the waiting period is one day. In Nova Scotia and for Seamen under federal jurisdiction it is three days and in New Brunswick four days.

Industrial and Geographic Distribution of Union Membership in Canada, 1973

Union membership figures in the following tables are compiled by the Economics and Research Branch of the Canada Department of Labour. The basic data on national and international unions and their locals or branches are obtained, in the first instance, by Statistics Canada through the operation of the Corporations and Labour Unions Returns Act. These data, made available to the Canada Department of Labour through a co-operative arrangement, are supplemented by information collected directly by the Economics and Research Branch from independent local organizations, from some unions that are not subject to the reporting requirements of CALURA, and from central labour bodies operating in Canada.

Aggregate statistical information on the labour movement in Canada is available in *Labour Organizations in Canada 1973*, a handbook that

contains statistical tables on union membership and a comprehensive directory of labour organizations active in Canada; names of the principal officers, publications and the distribution of the locals are also included. The statistical information represents Canada-wide totals by congress affiliation, type and size of union.

In 1973, there were 2,591,000* union members in Canada, compared with 2,388,000 in 1972, an increase of about 8.5 per cent. Changes in total membership are the net result of many factors, including recruitment activity of unions, changes (upward or downward) in employment levels in unionized areas, new union formation and changes in the survey coverage. A major influence affecting the increase between 1972 and 1973 was an expansion in the coverage of organizations in Education (teachers); as a result, Community, Business and

Personal Service Industries constituted 20.8 per cent of the total union membership in 1973 compared with 17.4 per cent a year earlier.

Table 1 gives the distribution of union membership by industry on the basis of Statistics Canada Standard Industrial Classification (1970). The locals in Table 1 are non-additive, because many locals have members in more than one industry. The information in Table 2 supplements that provided in Table 1. It lists, in alphabetical order, the names of the international and national unions and the independent local organizations that account for more than one tenth of the organized workers within each of the industry groups. All organizations active within any particular industry group are thus not necessarily shown - only those having more than 10 per cent of the union membership reported in the group. Finally, Table 3 shows union membership by provinces.

* Revised from 2,609,636 shown in *Labour Organizations in Canada, 1973*.

TABLE 1-UNION MEMBERSHIP BY INDUSTRY, CANADA, 1973

INDUSTRY GROUP	NO. OF LOCALS	TOTAL MEMBERS	TOTAL FEMALE MEMBERS
AGRICULTURE	18	1,232	198
FORESTRY	60	29,176	139
FISHING AND TRAPPING	26	2,727	174
MINES, QUARRIES AND OIL WELLS	244	73,532	676
Metal Mines	125	53,687	324
Mineral Fuels	39	8,283	52
Non-metal (except coal mines)	32	8,830	271
Quarries and sand pits	35	1,536	-
Services incidental to Mining	13	1,196	29
MANUFACTURING	3,882	792,515	147,200
Food	401	82,127	21,430
Beverages	91	13,368	1,052
Tobacco Products	23	6,172	2,941
Rubber and Plastic Products	109	20,152	3,873
Leather	67	12,060	6,044
Textile	189	35,379	13,348
Knitting Mills	25	2,610	1,767
Clothing	128	49,549	36,767
Wood	132	45,251	2,034
Furniture and Fixture	88	15,162	2,578
Paper and Allied Industries	396	76,979	4,545
Printing, Publishing and Allied Industries	233	30,209	3,018
Primary Metals	230	64,948	895
Metal Fabricating	489	59,744	6,227
Machinery	210	31,151	2,192
Transportation Equipment	250	115,893	10,253
Electrical Products	222	57,857	18,134
Non-Metallic Mineral Products	236	29,557	2,722
Petroleum and Coal Products	36	4,944	67
Chemical and Chemical Products	225	22,025	2,031
Miscellaneous Manufacturing	102	17,378	5,282
CONSTRUCTION	627	260,832	5,399
TRANSPORTATION, COMMUNICATION AND OTHER UTILITIES	2,410	398,889	59,577
Air Transport and Incidental Services	134	21,707	4,866
Railway Transport	848	111,187	3,339
Water Transport and Incidental Services	125	26,871	583
Truck Transport	133	37,200	469
Buses and Street Cars	77	22,628	455
Other Transport	20	3,425	266
Storage	53	9,017	994

INDUSTRY GROUP	NO. OF LOCALS	TOTAL MEMBERS	TOTAL FEMALE MEMBERS
Communication	857	114,618	42,780
Electrical Power, Gas & Water Utilities	163	52,236	5,825
TRADE	514	105,628	30,434
FINANCE, INSURANCE AND REAL ESTATE	32	3,530	1,846
COMMUNITY, BUSINESS AND PERSONAL SERVICES INDUSTRIES	2,116	538,049	302,138
Education and Related Services	708	265,377	135,162
Health and Welfare	975	187,690	139,949
Religious Organizations	5	381	249
Amusement and Recreation	112	37,176	5,671
Services to Business Management	43	2,843	345
Personal Services	84	6,248	3,652
Accommodation and Food	117	34,644	15,009
Miscellaneous Services	72	3,690	2,101
PUBLIC ADMINISTRATION	2,391	382,246	93,679
Federal Administration	1,105	157,657	40,713
Provincial Administration	522	124,796	34,558
Local Administration	764	99,793	18,408
Other Government Offices	-	-	-
INDUSTRY UNSPECIFIED	56	2,612	557
TOTAL		* 2,590,968	642,017

* Non-additive. See introductory comments.

TABLE 2—UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1973

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (in alphabetical order)
AGRICULTURE	Agriculture Union—PSAC—(CLC) Commerce Federation (CNTU) Ontario Civil Service (Ind.)
FORESTRY	Carpenters (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC) Woodworkers' Federation (Ind.)
FISHING AND TRAPPING	Railway, Transport and General Workers (CLC) United Fishermen (CLC)
MINES, QUARRIES and OIL WELLS	
Metal Mines	Steelworkers (AFL-CIO/CLC)
Mineral Fuels	United Mine Workers (CLC)
Non-Metal (except coal mines)	International Operating Engineers (AFL-CIO/CLC) Metal Trades, Mines and Chemical Products Union (CNTU) Steelworkers (AFL-CIO/CLC)
Quarries and Sand Pits	Cement Workers (AFL-CIO/CLC) International Operating Engineers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
Services Incidental to Mining	Canadian Mine Workers (CCU) Labourers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC) CLC Directly Chartered Local
MANUFACTURING INDUSTRIES	
Food Industries	Bakery Workers (AFL-CIO/CLC) Food Workers (AFL-CIO/CLC) Teamsters (Ind.)
Beverage Industries	Brewery Workers (AFL-CIO/CLC) Distillery Workers (AFL-CIO/CLC)
Tobacco Products Industries	Tobacco Workers (AFL-CIO/CLC)
Rubber and Plastic Products Industries	Rubber Workers (AFL-CIO/CLC)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (in alphabetical order)
Leather Industries	Boot and Shoe Workers (AFL-CIO/CLC) Clothing Workers' Federation (CSD) Food Workers (AFL-CIO/CLC) Leather and Plastic Workers (AFL-CIO/CLC)
Textile Industries	Textile Federation (CSD) Textile Workers Union (AFL-CIO/CLC) United Textile Workers (AFL-CIO/CLC)
Knitting Mills Industries	Clothing Workers' Federation (CSD) Textile Workers Union (AFL-CIO/CLC)
Clothing Industries	Amalgamated Clothing Workers (AFL-CIO/CLC) Ladies' Garment Workers (AFL-CIO/CLC)
Wood Industries	Carpenters (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC)
Furniture and Fixture Industries	Steelworkers (AFL-CIO/CLC) Upholsterers (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC)
Paper and Allied Industries	United Paperworkers (AFL-CIO/CLC) Pulp and Paper Workers Federation (CNTU)
Printing, Publishing and Allied Industries	Graphic Arts Union (AFL-CIO/CLC) Printing and Graphic Communications Union (AFL-CIO/CLC) Typographical Union (AFL-CIO/CLC)
Primary Metal Industries	Metal Trades, Mines and Chemical Products Union (CNTU) Steelworkers (AFL-CIO/CLC)
Metal Fabricating Industries	Steelworkers (AFL-CIO/CLC)
Machinery Industries	Auto Workers (CLC) Machinists (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
Transportation Equipment Industries	Auto Workers (CLC)
Electrical Products Industries	I.U.E. (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC) U.E. (CLC)

INDUSTRY GROUP

UNIONS COMPRISING
MORE THAN 10 PER CENT
OF THE TOTAL
MEMBERSHIP IN
INDUSTRY GROUP
(in alphabetical order)

Non-Metallic Mineral Products Industries

Cement Workers (AFL-CIO/CLC)
Glass and Ceramic Workers
(AFL-CIO/CLC)
Steelworkers (AFL-CIO/CLC)
Teamsters (Ind.)

Petroleum and Coal Products Industries

Independent Local Organizations
Oil Workers (AFL-CIO/CLC)
United Oil Workers of Canada (CCU)

Chemical and Chemical Product Industries

Chemical Workers (AFL-CIO/CLC)
Metal Trades, Mines and Chemical
Products Union (CNTU)
Oil Workers (AFL-CIO/CLC)
Steelworkers (AFL-CIO/CLC)

Miscellaneous Manufacturing Industries

I.B.E.W. (AFL-CIO/CLC)
Steelworkers (AFL-CIO/CLC)

CONSTRUCTION INDUSTRY

Carpenters (AFL-CIO/CLC)
I.B.E.W. (AFL-CIO/CLC)
Labourers (AFL-CIO/CLC)
Plumbers (AFL-CIO/CLC)

TRANSPORTATION, COMMUNICATION AND OTHER UTILITIES

Air Transport and Incidental Services

Airline Employees (CLC)
Airline Flight Attendants (CLC)
Machinists (AFL-CIO/CLC)

Railway Transport

Maintenance of Way (AFL-CIO/CLC)
Railway Clerks (AFL-CIO/CLC)
Railway, Transport and General
Workers (CLC)
United Transportation Union
(AFL-CIO/CLC)

Water Transport and Incidental Services

I.L.A. (AFL-CIO/CLC)
Longshoremen and Warehousemen (CLC)
Merchant Service Guild (CLC)
Railway, Transport and General
Workers (CLC)
Seafarers (AFL-CIO/CLC)

Truck Transport

Teamsters (Ind.)

Buses and Street Cars

Independent Local Organizations
Public Service Employees Federation (CNTU)
Transit Union (AFL-CIO/CLC)

UNIONS COMPRISING
MORE THAN 10 PER CENT
OF THE TOTAL
MEMBERSHIP IN
INDUSTRY GROUP
(in alphabetical order)

INDUSTRY GROUP

Other Transport
Storage

Independent Local Organizations
Railway Clerks (AFL-CIO/CLC)
Retail Wholesale Union (AFL-CIO/CLC)
Saskatchewan Wheat Pool Employees (CLC)

Communications

Canadian Telephone Employees (Ind.)
Letter Carriers (CLC)
Postal Workers (CLC)

Electric Power, Gas and Water
Utilities

C.U.P.E. (CLC)
I.B.E.W. (AFL-CIO/CLC)

TRADE

Retail Clerks (AFL-CIO/CLC)
Retail Wholesale Union (AFL-CIO/CLC)
Food Workers (AFL-CIO/CLC)

FINANCE, INSURANCE AND REAL ESTATE

Commerce Federation (CNTU)
Independent Local Organizations
Office Employees (AFL-CIO/CLC)

COMMUNITY, BUSINESS AND PERSONAL SERVICES INDUSTRIES

Education and Related Services

C.U.P.E. (CLC)
Ontario Secondary School Teachers
Federation (Ind.)
Quebec Teachers' Corporation (Ind.)

Health and Welfare Services

C.U.P.E. (CLC)
Independent Local Organizations
Service Employees Union (AFL-CIO/CLC)
Social Affairs Federation (CNTU)

Religious Organizations

Social Affairs Federation (CNTU)

Amusement and Recreation Services

Actors' Equity Association
(AFL-CIO/CLC)
Musicians (AFL-CIO/CLC)

Services to Business Management

Machinists (AFL-CIO/CLC)
Teamsters (Ind.)

Personal Services

Barbers Association (AFL-CIO/CLC)
Barbers Federation (Ind.)
Laundry Workers (CLC)

INDUSTRY GROUP

UNIONS COMPRISING
MORE THAN 10 PER CENT
OF THE TOTAL
MEMBERSHIP IN
INDUSTRY GROUP
(in alphabetical order)

Accommodation and Food Services

Hotel Employees (AFL-CIO/CLC)
Railway, Transport and General
Workers (CLC)

Miscellaneous Services

Office Employees (AFL-CIO/CLC)
Service Employees Union (AFL-CIO/CLC)
Teamsters (Ind.)

PUBLIC ADMINISTRATION AND DEFENCE

Federal Administration

National Defence—PSAC—(CLC)

Provincial Administration

Alberta Civil Service (CLC)
B.C. Government Employees (CLC)
Ontario Civil Service (Ind.)
Quebec Government Employees (Ind.)

Local Administration

C.U.P.E. (CLC)
Fire Fighters (AFL-CIO/CLC)
Public Service Employees Federation (CNTU)

INDUSTRY UNSPECIFIED OR UNDEFINED

Christian Labour Association (Ind.)
United Paperworkers (AFL-CIO/CLC)

TABLE 3-UNION MEMBERSHIP, BY PROVINCE, 1973

PROVINCE	NO. OF LOCALS	TOTAL MEMBERS	FEMALE MEMBERS
Newfoundland	187	51,706	7,528
Prince Edward Island	61	7,889	1,298
Nova Scotia	472	81,693	20,326
New Brunswick	477	63,205	14,201
Québec	2,807	745,461	227,524
Ontario	3,854	990,539	218,696
Manitoba	464	102,011	24,879
Saskatchewan	393	56,912	14,986
Alberta	637	158,492	44,178
British Columbia	1,171	328,487	67,684
Yukon and N.W.T.	43	4,573	717
TOTAL	10,566	2,590,968	642,017

Fifty Years Ago

In Ontario, Section 7 of the Adolescent School Attendance Act, requiring every adolescent between 14 and 16 years of age to attend school full time...came into force on September 1. At a conference of organized painters, the paint-spraying machine was condemned when experiments showed that the numerous poisons a painter worked with could be inhaled or absorbed, and cause serious illness. *Printer's Ink*, a magazine published in New York, contained an article describing the growing interest of labour in management, and referred with approval to the Canadian principle contained in the Industrial Disputes Investigation Act. Eighty workers at James Pender and Company Limited, of Saint John, N.B., agreed to work three extra hours every other evening without overtime pay. These were some of the topics discussed in the August 1925 number of *The Labour Gazette*.

School Attendance—When Section 7 of Ontario's Adolescent School Attendance Act came into force on September 1, 1925, it required every adolescent between 14 and 16 years of age to attend school full-time unless granted a home permit or an employment certificate by the school attendance officer. Every adolescent between 14 and 16 who held such a permit or certificate had to attend part time for an aggregate of 400 hours each year, and every adolescent aged 16 to 18 years, unless excused for a special reason, had to attend part-time classes for at least 320 hours each year. Municipalities with a population of 5,000 or more had to establish part-time courses selected from those prescribed by the Department of

Education, while it was optional for municipalities with smaller populations to adopt these regulations.

Painters' Objections to Spraying Machine—The paint-spraying machine was condemned at a conference of organized painters, held in Washington. Dr. Sharpe of the University of Toronto, had found that when the gun was in operation "a mist could easily be seen ten feet or more to the side of the operator. Plates exposed for half an hour during the operation showed that lead was deposited 11 feet to the right of the operator and three feet behind him. Shoes and clothing showed a fine coating of paint and the edges of the nostrils were coated by paint."

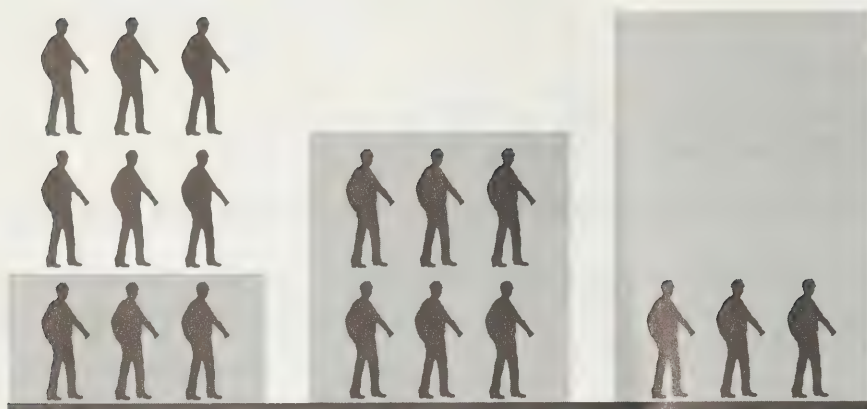
The numerous poisons a painter worked with could be inhaled or absorbed, and could easily cause illness. Experiments showed that "the breathing of one-thirtieth of a grain of lead per day was the limit a normal person can inhale without symptoms of poisoning. Two or three parts of benzol to 100,000 parts of air breathed for a few hours, was sufficient to cause loss of consciousness, and the other poisons used in the trade were just as deadly. Turpentine caused paralysis and disease of the heart and kidneys, and lead affected every part of the body, causing in many instances complete paralysis and insanity." The painters claimed that "when clean work is demanded they can successfully compete with the spray guns, and the fact that members use the machine with water colours or other materials of a non-poisonous nature was sufficient proof that they were not

attempting to block progress in the use of labour-saving machines."

Labour and Management—An article contributed by Roy Dickinson to *Printer's Ink* (New York), in its July 1925 issue, described the growing interest of labour in management. The writer referred with approval to the Canadian principle, as embodied in the Industrial Disputes Investigation Act, "that government policy should be directed toward uncovering wrongs in industry rather than in compelling operations according to *fiat*." He regarded the failure of the Kansas Court of Industrial Relations as "signifying the collapse of compulsory arbitration in the United States...Both sides have now found a road to lasting industrial peace."

"There is a growing tendency among labour everywhere," he said, "to take more responsibility, to help more in eliminating waste, to study sales and advertising problems as well as hours and wages. And there is a growing tendency on the part of manufacturers to meet labour more than half way in its new attitude."

Overtime Without Pay—After a discussion between management and employees, 80 workers at James Pender and Company, Limited, of Saint John, N.B., a subsidiary of the British Empire Steel Corporation, manufacturers of nails and were, agreed to work over-time—three extra hours every other evening—without pay so that the company could compete with foreign manufacturers in export markets. In return, management promised the men 75 per cent of any profits accruing from the export business under this arrangement.



PRICES & EMPLOYMENT

Consumer, June

The Consumer Price Index for Canada (1961 = 100) advanced 1.5 per cent to 184.0 in June from 181.3 in May, with higher food prices, especially for meat, accounting for more than 60 per cent of this increase—the largest since May 1974. The index for all-items excluding food, rose 0.8 per cent in the latest month. Between June 1974 and June 1975, the total CPI advanced 10.4 percent. The gasoline excise increase of 10 cents a gallon, imposed in the latter part of June, is not reflected in this CPI. Preliminary indications are that most retail outlets had raised their gasoline prices by the end of the month. The impact of this tax alone would increase July's total CPI by nearly one half of one per cent.

One half of the 3.3 per cent increase in the food index in the latest index was because of an 18 per cent advance in average beef prices recorded early in June, which brought their level up to that of 12 months previous. Pork prices also advanced between May and June, increasing almost 10 per cent to a level of more than 37 per cent above a year ago.

Fresh produce prices registered increases of 10.4 per cent for fresh vegetables and 6.0 per cent for fresh fruit. Sugar prices continued to decline, decreasing 21.5 per cent in the latest month.

The advance of 0.8 per cent in the all-items index excluding food, was mainly because of higher shelter costs for both owned and rented accommodation as well as increased prices for household operation and maintenance items, including appliances. Higher charges for dry cleaning and laundry services, increased inter-city air, rail and bus fares and higher prices for recreation equipment, contributed to the increase in the all-items index. In terms of price movements between goods and services from May to June, goods increased 1.8 per cent and the prices of services advanced 1.1 per cent.

On a seasonally adjusted basis, the all-items consumer price index advanced 1.4 per cent between May and June, including a 3.1 per cent increase in the food index and a 0.8 per cent rise in the index for all-items excluding food. In June, the current annual rate of change in the CPI,

based on the seasonally adjusted movement since three months earlier, was 11.2 per cent, substantially higher than the rate of about 7 per cent recorded over the preceding three months, with the sharp increase in food prices being the main cause.

City consumer, June

Consumer price indexes advance in all regional cities between May and June, with percentage increases ranging from 0.9 in St. John's to 1.8 in Montreal and Edmonton. In other cities the advance was: 1.1 in Halifax, Saint John, Saskatoon and Regina; 1.2 in Ottawa and Vancouver; 1.4 in Toronto and Thunder Bay; 1.5 in Quebec City and Calgary; and 1.6 in Winnipeg. The percentage increase from June 1974 to June 1975 was: 10.2 in St. John's and Toronto; 8.7 in Halifax; 10.8 in Saint John and Thunder Bay; 9.4 in Quebec City; 10.5 in Montreal; 8.8 in Ottawa; 12.0 per cent in Winnipeg; 10.1 in Saskatoon; 9.5 in Regina; 10.0 in Edmonton; 11.1 in Calgary; and 10.6 in Vancouver.

Employment, June

The seasonally adjusted employment level for June was 9,328,000, an increase of 38,000 from May, Statistics Canada reported. Full-time employment increased by 32,000 for men 25 years of age and over, and decreased by 13,000 for women in the same age group. For those aged 14 to 24, the employment level rose by 5,000. Increases in full-time employment among men were responsible for the major portion of the rise in employment.

On a provincial basis, the employment level increased in Prince Edward Island by 3,000; in Nova Scotia by 5,000; in New Brunswick by 11,000; in Quebec by 15,000; and in Ontario by 8,000. The level decline in Manitoba by 3,000; in Saskatchewan by 7,000; and in British Columbia by 3,000. In Newfoundland and Alberta there was little or no change.

Without seasonal adjustment, the labour force was estimated at

10,341,000 with 9,638,000 people employed and 704,000 unemployed—an unemployment rate of 6.8 per cent. In May, the labour force was estimated at 10,094,000 with 9,379,000 employed and 714,000 unemployed—an unemployment rate of 7.1 per cent. In June 1974, the workforce was 9,868,000 with 9,399,000 employed and 469,000 unemployed—a rate of 4.8 per cent.

Unemployment, June

The seasonally adjusted unemployment rate for Canada was 7.2 per cent in June, an increase of 0.1 per cent from May, Statistics Canada reported. For those 14 to 24 years of age, the rate increased 0.1 per cent to 12.6 per cent. For men age 25 and over it increased 0.1 per cent to 5.6 per cent and for women in that age group, the rate was 4.6 per cent, an increase of 0.2 per cent.

The unemployment rate increased by 0.4 per cent to 17.9 per cent in Newfoundland; 0.2 per cent to 8.8 per cent in Quebec; 0.1 per cent to 6.4 per cent in Ontario; 0.3 per cent to 2.9 per cent in Saskatchewan; 0.5 per cent to 4.2 per cent in Alberta; and 0.6 per cent to 8.3 per cent in British Columbia. The rate decreased by 2.9 per cent to 7.3 per cent in Nova Scotia; 1.5 per cent to 11.2 per cent in New Brunswick; and 0.6 per cent to 4.3 per cent in Manitoba.

The adjusted unemployment level increased by 10,000 to 725,000 in June. For men 25 years of age and over, the level advanced by 3,000 and for women in that age group, by 5,000. For those aged 14 to 24 years, the increase was 3,000.

The unemployment level declined in New Brunswick, Nova Scotia, and Manitoba, and increased in Quebec, Ontario, Alberta and British Columbia. It was virtually unchanged for the other provinces.



During May the Minister of Labour appointed conciliation officers to deal with the following disputes:

Rivtow Marine Limited, Straits Barge Limited and Straits Towing Limited, Vancouver, B.C., and International Union of Operating Engineers, Local 115 (representing a unit of barge equipment operators) (Conciliation Officers: D.H. Cameron and J.M. Collins).

Seaspan International Limited, North Vancouver, B.C., and International Union of Operating Engineers, Local 115 (representing a unit of barge crane operators) (Conciliation Officers: D.H. Cameron and J.M. Collins).

Lakeshore Movers and Warehousing (Canada) Limited, Pointe-Claire, Qué., and Teamsters Local 931 (representing a unit of drivers and mechanics) (Conciliation Officer: S.T. Payne).

H.M. Trimble and Sons Limited, Calgary, Alta., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit

of owner/operators) (Conciliation Officer: G.W. Rogers).

McNeil Transport Limited, Brockville, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91 (representing a unit of office employees) (Conciliation Officer: R. Tennant).

S.M.T.(Eastern) Limited, Saint John, N.B., and Amalgamated Transit Union, Local Division 1229 (representing a unit of bus drivers, maintenance, express and ticket agents) (Conciliation Officer: R.L. Kervin).

Butler Aviation of Canada Limited, Dorval, Qué., and International Association of Machinists and Aerospace Workers (representing a unit of aircraft refuellers) (Conciliation Officer: M. Archambault).

Atomic Energy of Canada Limited (Commercial Products), Ottawa, Ont., and Ottawa Atomic Workers Union, Local 1541 (CLC) (Conciliation Officers: M.K. Carson and R. Tennant).

Alltrans Express Ltd., Burnaby, B.C.,

and Office and Technical Employees Union, Local 15 (representing a unit of office employees)(Conciliation Officer: A.A. Franklin).

Grimshaw Trucking and Distributing Ltd., Edmonton, Alta., and General Teamsters, Local 362 (Conciliation Officer: J.M. Collins).

Robert Transport Ltée, Rougemont, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (Conciliation Officer: M. Archambault).

Ellison Milling and Elevator Co. Ltd., Lethbridge, Alta., and Canadian Food and Allied Workers, Local P661 (Conciliation Officer: A.A. Franklin).

Maritime Employers Association and International Longshoremen's Association, Local 1654 (representing a unit of longshoremen at the Port of Hamilton) (Conciliation Officer: T.B. McRae).

Maritime Employers Association and International Longshoremen's Association, Local 1842 (representing a unit of longshoremen at the Port of

Toronto) (Conciliation Officer: T.B. McRae)

Goderich Elevator and Transit Company Limited, Goderich, Ont., and Federal Union 23736 (CLC) (representing a unit of grain elevator employees) (Conciliation Officer: H. Bartenbach).

Canadian Pacific Air Lines, Limited, Vancouver International Airport, Vancouver, B.C., and Canadian Air Line Flight Attendants Association (Conciliation Officers: D.H. Cameron and J.M. Collins).

Nordair Limited, Montreal International Airport, Dorval, Qué., and International Association of Machinists and Aerospace Workers, Lodge No. 2309 (representing a unit of employees of the maintenance, traffic, operating and stores division) (Conciliation Officer: A.C. Sinclair).

Atomic Energy of Canada Limited (Chalk River Nuclear Laboratories), Chalk River, Ont., and International Union of Operating Engineers, Local 920 (representing a unit of stationary engineers, powerhouse mechanics and equipment operators) (Conciliation Officer: H.A. Fisher).

Canadian Arsenals Limited (Small Arms Division), Mississauga, Ont., and Canadian Union of Operating Engineers, Local 101 (Conciliation Officer: H.A. Fisher).

Skyline Cablevision Limited, Ottawa, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91 (Conciliation Officer: H. Bartenbach).

Settlements by conciliation officers. The Newfoundland Broadcasting Company Limited, St. John's, Nfld., and National Association of Broadcast Employees and Technicians (Conciliation Officer: W.J. Gillies) (LG, July).

Brown and Ryan Limited, Montréal, Qué.; Logistec Corporation, Montréal,

Qué.; Les Elévateurs de Sorel Limitée, Sorel, Qué.; Ceres Stevedoring Co. Limited, Montréal, Qué.; Empire Stevedoring Co. Limited, Montréal, Qué.; and Wolfe Stevedores (1968) Limited, Montréal, Qué.; and le Syndicat National des Débardeurs de Sorel (Conciliation Officer: G.R. Doucet) (LG, July).

Les Elévateurs de Sorel Limitée, Sorel, Qué., and le Syndicat National des Employés des Elévateurs à grain de Sorel (Conciliation Officer: G.R. Doucet) (LG, July).

Midland Simcoe Elevator Company Limited and Midland Grain Elevator Company, Midland, Ont., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (representing grain elevator employees) (Conciliation Officer: K. Hulse) (LG, July).

The Canada Coach Lines Limited, Hamilton, Ont., and Amalgamated Transit Union, Division 107 (Conciliation Officer: H. Bartenbach) (LG, July).

Northumberland Ferries Limited, Charlottetown, P.E.I., and Canadian Brotherhood of Railway, Transport and General Workers, Local 508 (representing licensed personnel) (Conciliation Officer: R.L. Kervin) (LG, July).

Atomic Energy of Canada Limited and International Association of Machinists and Aerospace Workers, Lodge 608 (representing a unit of specified hourly rate employees of the Whiteshell Nuclear Research Establishment of Pinawa, Man., (Conciliation Officer: A.E. Koppel) (LG, June).

National Harbours Board, Halifax, N.S., and International Longshoremen's Association, Local 1843 (representing grain elevator, cold storage, maintenance and general employees) (Conciliation Officer: R.L. Kervin) (LG, June).

Regina Cartage and Storage Company Limited, Regina, Sask., and Canadian Brotherhood of Railway, Transport and General Workers, Local 186 (Conciliation Officer: A.E. Koppel) (LG, June).

National Harbours Board, Port of Québec, Qué., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (representing a unit of operations and maintenance employees) (Conciliation Officer: M. Archambault) (LG, May).

The J.P. Porter Company Limited, Montréal, Qué.; Richelieu Dredging Corporation Inc., Montréal, Qué.; McNamara Marine Limited, Whitby, Ont.; Canadian Dredge & Dock Co. Ltd., Toronto, Ont., and T.C. Gorman, Toronto, Ont., and Seafarers' International Union of Canada (Conciliation Officer: G.R. Doucet) (LG, May).

Télévision St-Maurice Inc., Trois-Rivières, Qué., and National Association of Broadcast Employees and Technicians (representing a unit of employees at TV station CKTM-TV, Mont-Carmel, Qué.) (Conciliation Officer: M. Archambault) (LG, May).

New Brunswick Broadcasting Company Limited (CHSJ-TV, CHSJ-Radio), Saint John, N.B., and National Association of Broadcast Employees and Technicians (Conciliation Officer: R.L. Kervin) (LG, May).

Disputes in which there was no further conciliation action under Canada Labour Code (Part V—Industrial Relations) Midland Superior Express Limited, Calgary, Alta., and General Teamsters, Local 362; General Drivers, Warehousemen and Helpers, Local 979 and Chauffeurs, Teamsters and Helpers, Local 395 (representing line haul owner/operators in Alberta, Saskatchewan and Manitoba) (Conciliation Officer: D.H. Cameron) (LG, July).

Télécâble de Québec Inc., Québec, Qué., and Canadian Union of Public Employees, Local 1417 (representing salesmen) (Conciliation Officer: M. Archambault) (LG, June).

Télécâble de Québec Inc., Québec, Qué., and Canadian Union of Public Employees, Local 1417 (representing employees) (Conciliation Officer: M. Archambault) (LG, June).

National Harbours Board (Fleet Department), Port of Montréal, Montréal, Qué., and Seafarers' International Union of Canada (Conciliation Officer: S.T. Payne) (LG, June).

Richardson Transport Ltd., Calgary, Alta., and General Teamsters, Local 362 (Conciliation Officer: J.M. Collins) (LG, June).

Settlements reached following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). National Harbours Board (Fleet Department), Port of Montréal, Montréal, Qué., and Seafarers' International Union of Canada (see above).

Maple Leaf Mills Limited (Master Feeds Branch), London, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 141 (Conciliation Officer: H.A. Fisher) (LG, July).

Imperial Marine Industries Limited, North Surrey, B.C., and Canadian Merchant Service Guild (representing a unit of masters and mates (LG, July).

Strike action following decision to take no further conciliation action under Canada Labour Code Part V—Industrial Relations).

Richardson Transport Ltd., Calgary, Alta., and General Teamsters, Local 362 (Conciliation Officer: J.M. Collins) (strike action commenced May 8, 1975) (see above).

Transport d'Anjou Inc., Rivière-du-Loup, Qué., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer, M. Archambault) (strike action commenced May 2, 1975) (LG, July).

Conciliation commissioner appointments. United Air Lines, Inc., Vancouver International Airport, Vancouver, B.C., and International Association of Machinists and Aerospace Workers, Local Lodge 1500 (Conciliation Commissioner: Professor Joseph C. Smith) (LG, July).

Atlantic Pilotage Authority, Halifax, N.S., and Canadian Merchant Service Guild (representing marine pilots) (Conciliation Commissioner: Professor Innis Christie) (LG, June).

Big Valley Supply and Enterprises Limited, Calgary, Alta., and General Teamsters, Local 362 (Conciliation Commissioner: Professor Stephen G. Peitchinis) (LG, May).

Edmundston Radio Limited, Edmundston, N.B., and le Syndicat des communications de la République du Madawaska, Section CJEM (CSN) (Conciliation Commissioner: Pierre Dufresne) (LG, March).

Conciliation commissioner reports received. Cape Breton Development Corporation (Coal Division), Sydney, N.S., and United Mine Workers of America, District 26 (representing miners) (Conciliation Commissioner Lorne O. Clarke, Q.C.) (LG, July) (Full text appears in Supplement No. 2, 1975).

National Harbours Board, Montréal, Qué., and le Syndicat national des employés de perception (CSN) (Conciliation Commissioner: Pierre Dufresne) (LG, June). (Full text appears in Supplement No. 1, 1975).

Strike terminated following conciliation commissioner procedure. Maritime Employers Association, Ports of Montréal and Québec City, Qué., and International

Longshoremen's Association, Locals 1657 and 1605 (work resumed May 13, 1975 with the passing of the St. Lawrence Ports Operations Act, 1975) (LG, July).

Appointment of mediators under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Algoma Central Railway, Sault Ste. Marie, Ont., and Brotherhood of Railway Carmen of the United States and Canada; International Association of Machinists and Aerospace Workers and International Brotherhood of Boilermakers, Iron Ship Builders, Blacksmiths, Forgers and Helpers (Mediator: M.K. Carson) (LG, June).


Algoma Central Railway, Sault Ste. Marie, Ont., and United Transportation Union (T) (Mediator: M.K. Carson (LG, June).

Télé-Métropole Inc., Montréal Qué., and Canadian Union of Public Employees (Broadcast Division) (Mediator: G.R. Doucet) (LG, July).

Strike action following appointment of a mediator under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Télé-Métropole Inc., Montréal, Qué., and Canadian Union of Public Employees (Broadcast Division) (Mediator: G.R. Doucet) (strike action commenced May 12, 1975) (see above).

Settlement reached by mediator under Sec. 195. Moffat Communications Limited, Vancouver, B.C., and Canadian Union of Public Employees, Broadcast Division (Mediator: D.H. Cameron) (LG, July).

Strike terminated at the mediation stage. Maritime Employers Association and International Longshoremen's Association, Locals 375, 1739 and 1846 (representing longshoremen at the Ports of Montréal, Québec City and Trois-Rivières) (work resumed May 13, 1975 with the passing of the St. Lawrence Ports Operations Act, 1975) (LG, July).



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ACCIDENT PREVENTION

1. Jacobson, Walter O. Compliance with the Occupational safety and health act: state programs for state and local agencies in the United States. Chicago, International Personnel Management Association, 1974. 38p.

2. Martin, Thomas Allan. Industrial safety and fire prevention. London, Bell, 1973. 119p.

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3. International Labour Office. Social and labour problems in civil aviation; report prepared by the International Labour Office. Geneva, 1974. 64p.

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4. Bohning, Wolf Rudiger. The effects of the employment of foreign workers, by W.R. Bohning and D. Maillat. With an introductory note by the Secretariat. Paris, OECD, 1974. 189p.

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5. Australia. Department of Labor and Immigration. Conciliation and

arbitration in Australia. Canberra, Gov't Pub. Serv., 1974. 32p.

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7. International Labour Office. Procedures for determining conditions of employment in the public service. Second item on the agenda. Geneva, 1975. 90p. Titre en français: Procédures de détermination des conditions d'emploi dans la fonction publique.

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8. Conference Board. Impact of commodity shortages: a world survey, by Michael G. Duerr. New York, 1975. 28p.

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10. Conference Board. The multinational union challenges the multinational company, by David C. Herschfield. New York, 1975. 40p.

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12. Arrow, Kenneth Joseph. The limits of organization. 1st ed. New York, Norton, 1974. 86p.

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13. Hapgood, William Powers. The Columbia Conserve Company; an experiment in workers' management and ownership. With a new introduction by Louis Filler. Philadelphia, Porcupine Press, 1975. 187p.

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15. **Byers, Kenneth, ed.** Employee training and development in the public sector. Chicago, International Personnel Management Association, 1974. 394p.

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17. **Farnsworth, Richard Ashley.** Productivity and law. Westmead, Eng., Saxon House; Lexington, Mass., Lexington Books, c1975. 364p.

18. **Poole, Michael.** Workers' participation in industry. London, Routledge & Kegan Paul, 1975. 198p.

ENERGY

19. **Science Council of Canada.** Canada's energy opportunities. Ottawa, Information Canada, 1975. 135p.

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Geneva, 1975. 47p. Titre en français: Liberté syndicale dans la fonction publique.

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30. **Olim, Drew, comp.** Unionism; academic freedom, tenure, unionization, collective bargaining. Edited by Drew Olim and Martha Bernard for the United States National Student Association. Washington, United States National Student Association, 1973. 91p.

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39. Hayes, James K. Perspectives on management rights: the curious logic of the argument for reducing industrial discord by removing the mid-term strike bar from labour relations legislation. Don Mills, Ont., Ontario Federation of Labour, 1974. 87p.

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40. Sharir, Shmuel. Short-run work choices under an earnings target: the case of multiple jobholding. Rev. ed. London, Ont., University of Western Ontario, Department of Economics, 1975. 28p.

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50. Bureau of National Affairs, Washington, D.C. Laying off employees pursuant to a seniority system. Washington, c1975. 13p.

SOCIAL CHANGE

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STATUS OF WOMEN

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58. Culbert, Samuel A. The organization trap and how to get out of it. New York, Basic Books, 1974. 161p.

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WORKS COUNCILS

60. Trades Union Congress. General Council. Industrial democracy; report by the TUC General Council to the 1974 Trades Union Congress. London, Trades Union Congress, 1974. 45p.

labour statistics

Principal Items	Date	Amount	Percentage Change from				
			Previous Month	Previous Year			
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)					
Week ended May 17, 1975		10,094	+	3.0	+	4.3	
Employed	May 1975	9,379	+	4.1	+	2.5	
Agriculture	"	514	+	15.5	+	3.0	
Non-agriculture	"	8,865	+	3.5	+	2.5	
Paid workers	"	8,301	+	4.1	+	2.8	
At work 35 hours or more	"	7,377	+	4.5	+	1.4	
At work less than 35 hours	"	1,583	+	1.2	+	5.6	
Employed but not at work	"	420	+	8.5	+	11.4	
Unemployed	"	714	-	10.2	+	36.3	
Atlantic	"	107	-	3.6	+	35.4	
Quebec	"	233	-	14.7	+	14.8	
Ontario	"	236	-	4.8	+	69.8	
Prairies	"	54	-	21.7	+	20.0	
British Columbia	"	83	-	10.8	+	43.1	
Without work and seeking work	"	669	-	8.9	+	33.0	
On temporary layoff up to 30 days	"	45	-	26.2	+	125.0	
INDUSTRIAL EMPLOYMENT (1961 = 100)†		February 1975	136.9	-	0.9	-	0.3
Manufacturing employment (1961 = 100)†		"	124.3	-	1.0	-	5.2
IMMIGRATION		Calendar year 1974	218,465	-		-	
Destined to the labour force		"	106,083	-		-	
STRIKES AND LOCKOUTS							
Strikes and lockouts	April 1975	202	+	24.7	+	8.0	
No. of workers involved	"	44,275	-	5.4	-	33.3	
Duration in man days	"	624,840	+	27.2	+	0.7	
EARNINGS AND INCOME							
Average weekly earnings (ind. comp.)†	February 1975	193.99	+	1.3	+	14.8	
Average hourly earnings (mfg.)†	"	4.83	+	1.3	+	18.1	
Average weekly hours paid (mfg.)†	"	38.7	+	0.3	-	1.8	
Consumer price index (1961 = 100)	May 1975	181.3	+	0.8	+	10.1	
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡ ...	February 1975	140.2	+	0.8	+	4.0	
Total labour income (millions of dollars)†	April 1975	6,856.7	+	1.1	+	14.6	
INDUSTRIAL PRODUCTION†							
Total (average 1961 = 100)	April 1975	209.2	-	0.7	-	5.9	
Manufacturing	"	204.8	-	1.3	-	6.8	
Durables	"	235.5	-	1.4	-	7.4	
Non-durables	"	180.4	-	1.2	-	6.3	
NEW RESIDENTIAL CONSTRUCTION**							
Starts	April 1975	11,929	-		-	24	
Completions	"	12,369	-		-	25	
Under construction	"	120,305	-		-	27	

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-1975

Month or Year	Strikes and Lockouts in Existence During Month or Year				
	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Duration in Man-Days	Percentage Estimate of Working Time Lost
1970	503	542	261,706	6,539,560	0.3
1971	547	569	239,631	2,866,590	0.1
1972	556	598	706,474	7,753,530	0.4
1973	677	724	348,470	5,776,080	0.3
1974	1,170	1,216	592,220	9,255,120	0.4
1974:					
March	83	144	51,473	437,630	0.2
April	120	187	66,484	620,510	0.3
May	143	254	96,535	1,398,940	0.8
June	121	226	217,420	2,025,650	1.2
July	130	236	107,848	1,021,110	0.5
August	120	241	73,157	858,910	0.4
September	95	229	67,085	718,070	0.4
October	95	210	63,418	686,480	0.3
November	95	203	77,474	481,580	0.3
December	31	130	25,478	317,110	0.2
*1975:					
January	107	183	44,341	433,110	0.2
February	61	153	37,459	370,830	0.2
March	65	162	46,403	491,230	0.3
April	92	202	45,671	588,224	0.3

* Preliminary. † Revised.

STRIKES AND LOCKOUTS, APRIL, 1975, BY JURISDICTION (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	3	6	1,046	15,360
Prince Edward Island	-	1	55	330
Nova Scotia	3	3	1,752	4,560
New Brunswick	1	6	433	7,770
Quebec	32	82	13,872	251,680
Ontario	26	42	9,312	77,810
Manitoba	2	6	1,361	25,420
Saskatchewan	4	6	822	9,090
Alberta	4	7	1,725	14,330
British Columbia	13	33	8,535	92,570
Federal	4	10	6,758	89,304
All jurisdictions	92	202	45,671	588,224

STRIKES AND LOCKOUTS, APRIL, 1975, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Forestry	-	1	250	5,500
Mines	3	12	5,156	100,970
Manufacturing	51	99	18,280	224,650
Construction	5	8	733	6,770
Transpn. & utilities	7	21	10,433	107,064
Trade	7	15	1,088	8,230
Finance	-	-	-	-
Service	15	30	7,198	87,990
Public administration	4	16	2,533	47,050
All industries	92	202	45,671	588,224

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				April	Accu- mulated	Termination Date	
Location							Result
Forestry							
Société Forestière Domtar Ltée, Dolbeau, Qué.	Woodworkers Fed'n (Ind.)	250	5,000	18,500	Jan. 16	Sympathy strike—	
Mines							
METAL MINES							
Les Mines, Patino du Québec, Chibougamau, Qué.	Steelworkers	410	3,810	43,060	Nov. 18	Wages, COLA clause—	
	Loc. 5914 (AFL-CIO/CLC)				Apr. 14	Wage increase, COLA clause—	
Wabush Mines, Wabush, Nfld.	Steelworkers Loc. 6285 (AFL-CIO/CLC)	575	12,320	13,960	Mar. 28	Wages—	
MINERAL FUELS							
Cape Breton Development Corp. Lingan, Cape Breton N.S.	Mineworkers District 26 (1888) CLC	132	130	130	Apr. 22 Apr. 23	Bonus pay— Terminated by mutual agreement—	
NON-METAL							
Asbestos Corporation Ltd., Thetford Mines, Qué.	Fed'n of Metal Trades Unions (CNTU)	1,956	43,030	60,630	Mar. 18	Wages, COLA clause, working conditions—	
Lake Asbestos of Quebec Ltd., Black Lake, Que.	Steelworkers Loc. 7649 (AFL-CIO/CLC)	525	11,550	16,280	Mar. 18	Wages, COLA clause, working conditions—	
Bell Asbestos Mines Ltd., Thetford Mines, Que.	Steelworkers Loc. 8026 & 7285 (AFL-CIO/CLC)	440	9,680	13,640	Mar. 18	Wages, COLA clause, working conditions—	
Carey Canadian Mines Ltd., East Broughton, Que.	Fed'n of Metal Trade Unions (CNTU)	370	8,140	11,470	Mar. 18	Wages, COLA clause, working conditions—	
National Asbestos Mines Ltd., Thetford Mines, Que.	Fed'n of Metal Trades Unions (CNTU)	170	3,740	5,270	Mar. 18	Wages, COLA clause, working conditions—	
Potash Company of America, Patience Lake, Saskatchewan.	Steelworkers Loc. 7689	180	3,860	3,860	Apr. 18	Not reported—	
Duval Corp of Saskatoon, Sask.	Steelworkers Loc. 7458	310	2,770	2,770	Apr. 18	Wages, job classification—	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			April	Accu- mulated	Termination Date	Result
Manufacturing							
FOOD AND BEVERAGES							
Quebec Poultry Ltd., Quebec, Que.	Commerce Fed'n (CNTU)	360	7,920	11,520	Mar. 17	Master agreement—	
La Cie Quebec Poultry Ltée., St-Jean Baptiste de Rouville, Qué.	Commerce Fed'n (CNTU)	600	12,000	12,000	Apr. 3	Master agreement—	
Aliments Flamingo, St-Rosalie, Qué.	Commerce Fed'n (CNTU)	125	2,500	2,500	Apr. 3	Master agreement—	
Abattoir Berthier Inc., Berthierville, Qué.	Commerce Fed'n (CNTU)	207	4,140	4,140	Apr. 3	Master agreement—	
Labatt's Breweries, New Westminster, B.C.	Brewery Workers (300) AFL-CIO/CLC)	220	440	440	Apr. 8 Apr. 10	Not reported— Not reported—	
Molson Brewery B.C. Ltd. Vancouver, B.C.	Brewery Workers (300) (AFL-CIO/CLC)	150	450	450	Apr. 15 Apr. 18	Not reported— Not reported—	
LEATHER							
Maxine Footwear Co. Inc. Montreal, Que.	CSD	350	4,550	4,550	Apr. 14	Wages, seniority—	
Denny Stewart Ltd., Montreal, Que.	Food Workers Loc. L 102 (AFL-CIO/CLC)	168	3,700	4,540	Mar. 24	Wages, piece work—	
TEXTILES							
Armstrong Cork Industries Ltd., Peterborough, Ont.	Textile Workers' Union Loc. 822 (AFL-CIO/CLC)	117	820	820	Apr. 3 Apr. 12	Wages, fringe benefits, COLA caluse— Terminated by mutual agreement—	
Courtaulds (Canada) Ltd., Cornwall, Ont.	Textile Workers' Union Loc. 779 (AFL-CIO/CLC)	600	6,000	6,000	Apr. 14 Apr. 28	Not reported— Terminated by mutual agreement—	
KNITTING MILLS							
Penmans Ltd., St-Hyacinthe, Que.	Textile Fed'n (CNTU)	330	7,260	76,230	May 31	Wages—	
WOOD							
B.C. Forest Products, Youbou, B.C.	Woodworkers Loc. 1-80 (AFL-CIO/CLC)	450	9,900	10,350	Mar. 28	Suspension of three workers—	
Victoriaville Furniture Ltd., Victoriaville, Que.	CSD	150	2,100	2,100	Apr. 11	Seniority clause—	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				April	Accumulated	Termination Date	
	Location						Result
	Victoriaville Specialties Co. Ltd., Victoriaville, Que.	Upholsterers Loc. 573 (AFL-CIO/CLC)	104	1,460	1,460	Apr. 11	Wages, fringe benefits—
PAPER							
	Domtar Packaging Ltd. Etobicoke, Toronto.	Chemical Workers Loc. 595 (AFL-CIO/CLC)	350	1,050	1,050	Apr. 16 Apr. 21	Discipline of five union officers— Not reported—
	Sonoco Products Ltd., Terrebonne, Que.	Fed'n of Paper Workers (CNTU)	110	2,420	17,930	Sep. 9/74	Seniority, COLA adjustment—
	Rayonnier Québec (ITT), Port-Cartier, Que.	Canadian Paper workers Loc. 1125 (CLC)	225	4,950	18,000	Jan. 8	Suspension of some workers—
	Emballage Domtar Ltée, Montreal, Que.	Chemical Workers, Loc 314 (AFL-CIO/CLC)	225	4,050	4,050	Apr. 7	COLA clause—
	Canadian Johns Manville Co. Ltd., North Bay, Ontario	Canadian Paperworkers Loc. 870 (CLC)	210	2,730	2,730	Apr. 14	Breakdown of negotiations—
	Diamond National of Canada Ltd., Brantford Ontario	Woodworkers (AFL-CIO/CLC)	125	250	250	Apr. 18 Apr. 22	Not reported— Return of workers—
PRINTING AND PUBLISHING							
	Moore Business Forms, Winnipeg, Man.	Printing and Graphic Loc. 537 (AFL-CIO/CLC)	112	110	110	Apr. 30	Wages—
PRIMARY METAL							
	Union Carbide, Beauharnois, Que.	Steelworkers Loc. 5987 (AFL-CIO/CLC)	450	9,640	32,550	Jan. 19	Working conditions, interpretation of contract—
	Standard Tube Canada Ltd., Woodstock, Ont.	Auto Workers Loc. 636 (CLC)	600	5,400	22,800	Feb. 17 Apr. 14	Wage & fringe benefits— Terminated by mutual agreement—
	Holmes Foundry Ltd. Point Edward, Ont.	Auto workers Loc. 456 (CLC)	490	8,580	8,580	Apr. 7	Not reported—
	Sydney Steel Corp., Sydney, N.S.	Steelworkers Loc. 1064 (AFL-CIO/CLC)	1,570	3,140	3,140	Apr. 8 Apr. 10	Protesting lay-off of fellow employees— Return of workers—
	Aluminum Co. of Can. Arvida, Que.	Fed'n of Metal Trades Unions (CNTU)	350	3,150	3,150	Apr. 18	Dispute over suspensions, other matters—
	EMCO, Limited London, Ontario	Steelworkers Loc. 2699 (AFL-CIO/CLC)	265	1,330	1,330	Apr. 24	Wages, fringe benefits—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location			April	Accu- mulated	Termination Date	Result	
METAL FABRICATING							
Quebec Wires, Trois-Rivières, Que.	Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	2,750	11,750	Dec. 16/74	Employees locked-out; wages for females—	
A.C. Wickman Ltd., Toronto, Ont.	U.E. Loc. 112 (CLC)	112	2,460	3,360	Mar. 19	Wages—	
Ecko Canada Ltd., Scarborough, Ont.	Auto workers Loc. 124 (CLC)	120	2,460	2,460	Apr. 2	Wages, fringe benefits—	
Sometal Atlantic Ltd., Rimonski, Que.	Fed'n of Metal Trades Unions (CNTU)	139	2,220	6,250	Feb. 18 Apr. 23	Wages & fringe benefits— Return of workers—	
Mark Hot, Longueuil, Que.	Auto Worker Loc. 1583 (CLC)	175	1,750	1,750	Apr. 11 Apr. 25	Other contract issues— Terminated by mutual agreement—	
Chubb-Mosler & Taylor Safes, Brampton, Ont.	Chemical Workers Loc. 678 (AFL-CIO/CLC)	180	1,440	1,440	Apr. 21	Not reported—	
MACHINERY							
Farr Company Ltd., Ville de Laval, (Mtl), Quebec.	CNTU	100	1,300	1,300	Apr. 14	Not reported—	
National Cash Register, Etobicoke Ont.	Graphic Arts Loc. 28B (AFL-CIO/CLC)	121	2,660	2,660	Apr. 1st	Wages, fringe benefits—	
TRANSPORTATION EQUIP.							
Pratt & Whitney of Can. Ltd., (United Aircraft) Longueuil, Que.	Auto Workers Loc. 510 (CLC)	1,200	26,400	661,800	Jan. 7/74	Union security, wages, COLA clause—	
General Motors of Canada Ltd., St-Catharines, Ont.	Auto Worker Loc. 199 (CLC)	1,700	1,700	1,700	Apr. 9 Apr. 10	Other contract issues— Return of workers—	
Bendix Home Systems Ltd., Penticton and Oliver, B.C.	Carpenters Loc. 2511 (AFL-CIO/CLC)	190	570	570	Apr. 28	Not reported—	
ELECTRICAL PRODUCTS							
Leviton Manufacturing of Canada Ltd., Montreal, Que.	Steelworkers Loc. 15 510 (AFL-CIO/CLC)	551	12,120	28,850	Feb. 14	Wages—	
Pirelli Cables Ltd., Saint-Jean, Que.	Steelworkers Loc. 3953 (AFL-CIO/CLC)	286	2,860	2,860	Apr. 6 Apr. 21	Wages— Terminated by mutual agreement—	
Phillips Cables Ltd., Coleman, Alta.	Industrial Mechanical Workers Loc. 2 (CCU)	200	3,400	7,800	Feb. 27 Apr. 24	Wages & term of contract— Terminated by mutual agreement—	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				April	Accu- mulated	Termination Date	
Location							Result

NON-METALLIC MINERAL PRODUCTS

Fiberglass of Can. Ltd., Sarnia, Ont.	Oil Workers Loc. 9-14 (AFL-CIO/CLC)	550	1,650	1,650	Apr. 18 Apr. 23	Protesting dismissal of two workers— Return of workers on recommendation of union—
Consumers Glass Co. Ltd. Lavington, B.C.	United Glass Workers Loc. 257 (AFL-CIO/CLC)	340	7,290	22,300	Jan. 30	Wages, fringe benefits, grievances—

CHEMICAL PRODUCTS

Cyanamid of Canada, Saint-Jean, Que.	Chemical Workers Loc. 449 (AFL-CIO/CLC)	254	5,590	18,040	Jan. 21	Wages—
Canadian General Electric, Point Tupper, N.S.	Oil Workers Loc. 9-832 (AFL-CIO/CLC)	105	290	290	Apr. 16 Apr. 18	Firing of an employee— Return of workers—

MISCELLANEOUS MFG.

Coleco (Canada) Ltd., Montreal, Que.	Steelworkers Loc. 7895 (AFL-CIO/CLC)	631	6,940	6,940	Apr. 16	Dismissal of some workers—
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Construction

Plumbers and Mechanical Contractors Ass'n of N.B., Fredericton, N.B.	Plumbers Loc. 772 (AFL-CIO/CLC)	100	2,200	4,800	Mar. 10	Wages, union jurisdiction, other contract issues—
Lummus Co. of Can. Ltd., Sarnia, Ontario	Structural Iron Workers (AFL-CIO/CLC)	260	260	260	Apr. 9 Apr. 10	Jurisdictional dispute— Return of workers—
Construction Labour Relations, Vancouver, B.C.	Carpenters Loc. 1928 Woodworkers Loc. 1-217 (AFL-CIO/CLC)	213	2,560	2,560	Apr. 15	Not reported—

Transportation & Utilities

TRANSPORTATION

Algoma Central Railway, Sault Ste-Marie, Ont.	Railway Carmen Machinists & Boilermakers, Various Locs. (AFL-CIO/CLC)	315	6,750	12,380	Mar. 8	Breakdown in contract talks—
Les Autobus Gaudreault Inc., St-Charles Borromée Joliette, Quebec.	Public Service Fed'n (CNTU)	107	2,350	6,840	Jan. 30	Wages, seniority—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				April	Accumulated	Termination Date	
	Location						Result
	Montreal Urban Community Transit Commission, Montreal, Que.	Public Service Employee (CNTU)	100	200	200	Apr. 23 Apr. 25	Dispute over safety conditions—Return of workers when agreement reached—
	Transair Ltd., (Winnipeg International Airport), Winnipeg, Manitoba	Machinists Loc. 2223 (AFL-CIO/CLC)	315	6,750	12,380	Mar. 7	Breakdown in contract talks—
	Maritime Employers Association, Montreal, Trois-Rivières and Quebec City, Que.	ILA, Locs. 375 1739, 1846 (AFL-CIO/CLC)	2,400	52,800	54,000	Mar. 31	Wages—
	Maritime Employers Ass'n Montreal, Quebec, Que.	ILA Locs. 1657, 1605 Checkers (AFL-CIO/CLC)	320	3,200	3,200	Apr. 17	Rejection of conciliation report—

COMMUNICATIONS

	Post Office Dept., Various locations in Canada	Letters Carriers Various Locs. (CLC)	3,165	17,514	17,514	Apr. 14	Wages,—protesting slow negotiations—
	B.C. Hydro & Power Authority, Various Locations, B.C.	I.B.E.W. Loc. 258	2,500	5,000	5,000	Apr. 14 Apr. 16	Wages— Return of workers—
	Toronto Hydro, Toronto, Ontario	Public Employees (Outside) Loc. 1 (CLC)	500	4,000	4,000	Apr. 21	Wages, fringe benefits—
	Toronto Hydro, Toronto, Ontario.	Public Employees (Inside) Loc. 1 (CLC)	500	4,000	4,000	Apr. 21	Wages, fringe benefits—

Trade

	Dominion Stores Ltd., Montreal, Que.	Office Employees Loc. 57 (AFL-CIO/CLC)	120	1,320	1,320	Apr. 16	Wages—
	Dominion Stores Ltd., St-John's, Nfld.	Retail Wholesale Union Loc. 597 (AFL-CIO/CLC)	159	160	160	Apr. 18 Apr. 19	Working conditions— Return of workers—
	Newfoundland Liquor Corp. Province wide, Nfld.	Nfld. Ass'n of Public Employees Loc. 7501 (CLC)	200	830	830	Apr. 25	Wages, job classification—
	Miracle Mart, Hull Que.	Retail Clerks Loc. 486 (AFL-CIO/CLC)	105	320	320	Apr. 28	Wages—
	Miracle Mart, Ottawa, Ont.	Retail Clerks Loc. 486 (AFL-CIO/CLC)	220	660	660	Apr. 28	Wages—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					April	Accu- mulated	Termination Date	
Services								
EDUCATION								
	Ottawa Board of Education, Ottawa, Ont.		Two Teachers' Fed'ns (Ind.)	1,600	20,800	56,000	Feb. 27	Wages, COLA clause—
	Greater Victoria School District 61 (Board of School Trustees), Victoria, B.C.		Public Employees Loc. 275 & 947 (CLC)	660	14,520	23,760	Mar. 10	Wages—
	Univeristy of Manitoba, Fort Garry, Manitoba		The Ass'n of Employees Supporting Education Services	1,120	24,000	33,600	Mar. 20	Wages—
	Université du Québec, Trois-Rivières, Qué.		Fed'n of Que. Teachers (CNTU)	230	5,060	5,060	Apr. 1st	Wages, other matters—
	CEGEP de Jonquière, Jonquière, Qué.		CEGEP Teachers' Union (CNTU)	210	1,260	1,260	Apr. 14 Apr. 23	Dispute over working conditions Return of teachers when injunction issued—
	Simon Fraser Univ., Vancouver, B.C.		Ass'n of Univ. & College Employees Loc. 2 (Ind.)	500	500	500	Apr. 14 Apr. 15	Wages— Return of workers—
	Simon Fraser Univ., Vancouver, B.C.		Ass'n of Univ. & College Emp. Loc. 2 (Ind.)	500	1,000	1,000	Apr. 29	Wages—
	Regina Public School, District #4 of Sask. & Regina Collegiate Inst. Regina, Sask.		Public Employees Loc. 650 (CLC)	200	1,000	1,000	Apr. 23 Apr. 30	Wages, other benefits— Return of workers when agreement reached—
HEALTH & WELFARE								
	Norwood Auxiliary Hosp. Dr. A. McGregor Nursing Home, Edmonton Alberta		Public Employees Loc. 1158 (CLC)	300	6,600	34,410	Nov. 19/74	Wage increase to non-union workers—
	Misericordia Hospital, Edmonton, Alta.		Service Employees Loc. 323A (AFL-CIO/CLC)	400	2,800	2,800	Apr. 22	Mgm't rights clause, job reclassification—
	University Hospital, Edmonton, Alta		Civil Service Ass'n of Alta.	700	700	700	Apr. 23 Apr. 24	Supporting strikers at Misericordia Hospital— Return of workers—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1975 (PRELIMINARY) (CONCL'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				April	Accu- mulated	Termination Date	
Location							Result
PUBLIC ADMINISTRATION							
LOCAL ADMINISTRATION							
Municipal Employees Coordinating Committee, Victoria, B.C.	Public Employees Loc. 50 (CLC) Outside Wkrs.		280	5,600	12,600	Jan. 27	Wages—
Municipal Employee's Coordinating Committee Greater Victoria, B.C.	Public Employees Loc. 511, 374 & 388 (CLC)		750	16,500	45,000	Feb. 5	COLA clause—
Municipal Employee's Coordinating Committee Greater Victoria, B.C.	Public Employees Loc. 333 & 374 (CLC)		108	2,380	6,160	Feb. 10	Wages, COLA clause—
Municipal Employee's Coordinating Committee Victoria, B.C.	Public Employees Loc. 382 (CLC)		278	1,110	8,070	Feb. 24 Apr. 7	Wages & COLA clause— Not reported—
Surrey Municipality, Surrey, B.C.	Public Employees Loc. 402 (CLC)		750	16,500	36,750	Feb. 24	Wages, COLA clause, grievances—

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

ECONOMICS AND RESEARCH BRANCH

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1973.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price 75 cents. Cat. No. L2-1/1972.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.)

Working Conditions in Canadian Industry, 1973. (Bilingual). Price \$2.00. Cat. No. L2-15/1973.

Measuring the Quality of Working Life. Proceedings of a symposium on social indicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H. Porzig. Price \$4.00. Cat. No. L41-13/1974.

Productivity, Costs and Prices. An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

WOMEN'S BUREAU

Women's Bureau '69. Papers dealing with the new role of women; discriminatory practices in connection with the recruitment of highly qualified women; and a consideration of the economic value of unpaid domestic services. (Bilingual). Free.

Women's Bureau '70. Papers dealing with discriminatory provisions in legislation and discriminatory practices in conditions of employment; discriminatory practices in academic appointments of women in Canadian universities; and a consideration of the status of the housewife with reference to the labour force. (Bilingual). Free.

Women's Bureau '71. Papers dealing with statistical data on working women; need for perseverance in rectifying injustices affecting working women; actions taken as a result of the Report of the Royal Commission on the Status of Women; and two international agencies with which the Women's Bureau is closely associated. (Bilingual). Free.

Women's Bureau '72. Papers dealing with union responsibility for equal opportunity for women; occupational segregation in the health professions; past setbacks in achieving equality; the double jeopardy of socially disadvantaged women. And two communications with the press. (Bilingual). Free.

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada: a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States; the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

Conventions and Laws Relating To Working Women (Bilingual). Free.

LEGISLATIVE RESEARCH BRANCH

Labour Relations Legislation in Canada. A comparative study of the federal and provincial Labour Relations Acts in Canada as they existed at the end of 1968. (A separate reprint is available free on request). Price \$3.50. Cat. No. L34-2069.

Labour Standards in Canada. Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

ACCIDENT PREVENTION AND COMPENSATION BRANCH

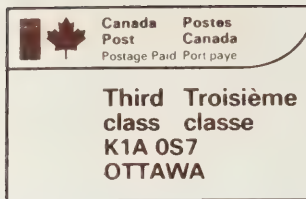
Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library, Accident Prevention Division, 1974. Free. Cat. No. L36-23 1974.

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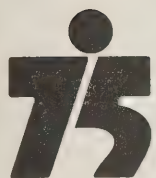
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the labour gazette

ANNIVERSARY ISSUE — 1975



Celebrating 75 years of service



1975 marks our 75th Anniversary

1975 marks The Labour Gazette's 75th year of publication — and the Canada Department of Labour's 75th anniversary.

Since its founding in 1900, the Department has seen many changes in its organization and in the social and economic environment in which it functions. But the Department's basic foundation and *raison d'être* has remained the same — concern for all individuals who are employed or seeking work, and for all those individuals, groups and institutions that are responsible for or associated with work.

Steady progress has been made over the past 75 years toward fulfilling the Department's basic objectives.

The Department has established a mandate to promote and, where necessary, to protect:

- the rights of the parties involved in the world of work;
- opportunities for work;
- a working environment conducive to physical and social well-being;
- a fair return for efforts in the workplace.

In this special number, The Labour Gazette looks at the Canada Department of Labour and reviews some of its accomplishments over the years. It also takes a forward look, pondering what the Department may be doing in the years ahead.

This number does not attempt to describe all the Department's activities since 1900; it highlights the main initiatives and programs undertaken on behalf of the Canadian working community. Among the contents are articles on human rights, the quality of working life, industrial relations, labour legislation, safety in employment, international labour affairs and library services.



Labour
Canada

Travail
Canada

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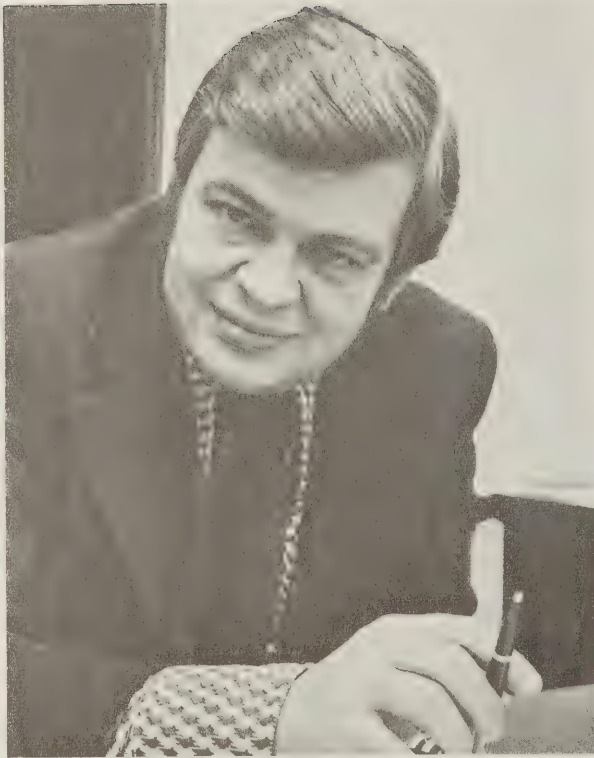
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Message from the Minister

Since its inception in 1900 the Canada Department of Labour has compiled an enviable record of achievement. It has helped Canadian workers attain one of the highest standards of living in the world, it has been a potent force in bettering the working environment, it has played a major role in shaping our labour legislation and it has greatly furthered the cause of good industrial relations in this country.

Over the years *The Labour Gazette* has mirrored these developments. Since its first issue, under the editorship of William Lyon Mackenzie King, the *Gazette* has served as a source of labour-related facts, figures, news and opinion. It has anticipated trends in dispute settlement, human rights, working conditions and labour standards; and it has become a forum for discussion of prime problems and issues affecting the world of work.

Today's complex and unsettled socio-economic climate makes it more important than ever that the *Gazette* continue to play a leading role: imparting knowledge, furthering understanding and contributing to the process through which consensus is reached. Indeed the role of the Department of Labour itself might well be defined in these terms.

Today we face problems and challenges equal and probably greater than any encountered since 1900; and the Department must be in a position to act with vigour and effectiveness. To this end it has raised its sights, set itself new goals and is rebuilding its organization.

It was Sir Wilfrid Laurier who predicted that "the 20th Century belongs to Canada." I believe it will also be known as a century of progress and achievement for those who serve the workforce and the people of this country.

—John Munro



Message from the Deputy Minister

The past 75 years have witnessed — and *The Labour Gazette* has so recorded — many significant events and advances in the field of labour affairs. And recent developments might lead one to believe that in 1975 we have reached some sort of climax:

It is a year in which Canada's industrial relations system, and the practice thereof, has attracted more public attention and concern than ever before. It is a year in which the federal Department of Labour, through a reappraisal of its goals and roles and the rebuilding of its organization, is seeking a more vital and effective role in the world of work. It is a year that brought the inauguration of the Canada Labour Relations Council on ways and means of achieving industrial peace. It is also International Women's Year. And, as fate would have it, it is the 75th anniversary of the Department of Labour and of *The Labour Gazette* and *La Gazette du Travail*.

One hesitates to predict what the next few years may bring. No doubt they will be as tumultuous as any we have seen in the past. No doubt our collective bargaining system — and indeed the Department of Labour itself — will be put severely to the test.

But I am convinced that the collective bargaining system can meet the needs of modern society and is in fact an essential democratic force in determining the allocation of our resources and the distribution of goods and services. The challenge facing those of us in labour affairs is to make the system work effectively for the benefit of all.

I am optimistic enough to believe that in the not-too-distant future, writers for *The Labour Gazette* will be in a position to record that we are making good progress toward this vital objective.

—T.M. Eberlee

THE
LABOUR GAZETTE

THE JOURNAL OF THE DEPARTMENT OF LABOUR

Vol. I—No. 1

SEPTEMBER, 1900

Price Three Cents

THE LABOUR GAZETTE.

THE *Labour Gazette* is an official publication by the Dominion Government, under the authority of the Conciliation Act, 1900. It is the Journal of the Department of Labour, and is published with a view to the dissemination of accurate statistical and other information relating to labour conditions and kindred subjects. It will be issued monthly, and the matter contained in its columns is intended to be of service to workmen and others desiring reliable data in regard to questions especially affecting labour, and such topics as have a bearing on the status and well-being of the industrial classes of Canada.

The *Gazette* will not be concerned with mere questions of opinion, nor will it be the medium for the expression of individual views. It is an official publication, and as such will seek to record only such statements of fact, and such collections of statistics, as are believed to be trustworthy. In the selection and publication of these, care will be taken to have the information as complete and impartial as possible, and so to arrange it that, while furnishing from month to month facts and figures of current interest, these may at intervals be classified and compiled in such a manner as to show, over periods of time, the trend and development of the subjects dealt with.

The work thus undertaken will, it is hoped, establish a basis for the formation of sound opinions, and for the drawing of correct deductions, but these, in themselves, are tasks which lie beyond the scope and purpose of the *Gazette*, and are ends it will seek to serve, not to meet. . . .

In estimating the position and functions of the *Gazette*, its readers must take into account the vast geographical area of the Dominion, the variety of its industries, and the extent of its trade. A sweep of industry, complex and manifold, stretching from ocean to ocean across four thousand miles of continent, is something which the world has known for the first time during the nineteenth century, and is paralleled only by one or two countries of the globe. But this is one of Canada's most striking and characteristic features, and in this fact is to be found the real significance and importance of the *Labour Gazette*, as well as the best indication of the aims of the undertaking. This Journal will seek to gather from all parts of the Dominion, facts, figures and information bearing on industrial conditions and the state of the labour market. It will seek to supply intelligence in regard to labour in one locality which may be of value to labour in another; in regard to

Facsimile of Editorial Page of the first Labour Gazette.

The Story of The Labour Gazette

by W.S. Drinkwater,
Editor-in-Chief

Vol. I, No. 1, The Labour Gazette, September 1900. Now, 75 years later, Vol. 75, No. 9, 1975. This is the 75th Anniversary Number of The Labour Gazette.

The Labour Gazette made its first public appearance on the opening day (September 18, 1900) of the 16th annual convention of the Trades and Labour Congress of Canada when Hon. (later Sir) William Mulock, Postmaster General and Minister of Labour, presented the first copy to the President of the Congress, Ralph Smith, MPP. The TLC went on to hold its 71st convention in April 1956, a special session called to dispose of the organization's assets in preparation for its merger two days later with the Canadian Congress of Labour to form the Canadian Labour Congress. *The Labour Gazette* went on to celebrate its 75th birthday by producing this memento, this 75th Anniversary Number.

The Labour Gazette was established by an Act of Parliament, the Conciliation Act, 1900, whose announced purpose was "to aid in the prevention and settlement of trade disputes and the publication of statistical industrial information." The same Act made provision for the establishment of the Department of Labour but the Department's first employee was the Editor of *The Labour Gazette*, a young Toronto newspaperman and graduate of Harvard, William Lyon Mackenzie King.

King had made a favourable impression on Mulock when he showed him, before their

publication, some articles on working conditions in the garment industry that he had written for the *Toronto Mail and Empire*. Some of the worst conditions he had found were in firms working, under contract from the Post Office Department, on the making of letter carriers' uniforms. The Postmaster General was shocked. He asked the young reporter to make a report, with recommendations on which the Government could act. From that interview stemmed the Fair Wages Resolution of March 1900.

It was also the occasion on which King told Mulock that what the country needed was a Department of Labour to deal with such problems. Since the 1873 convention of the Canadian Labour Union, labour organizations had been calling for establishment of such a department — and for creation of a labour gazette.

Prior to 1900 almost all the labour legislation in force in Canada had been enacted by the provinces, and it was "limited in scope and wholly lacking in uniformity." Following the reports made by Mackenzie King in 1898 on sweated labour and other unsatisfactory labour conditions, Mulock took steps to establish a federal Department of Labour. It was a touchy venture. Both politicians and the general public were suspicious of anything that looked like "class legislation" and any extra expense involved in setting up a federal labour portfolio was certain to arouse criticism. For these reasons, the title of the Bill introduced in Parliament in 1900 read: "An Act to Aid in the Prevention and Settlement of Trade Disputes and to Provide for the Publication of Statistics and Industrial Information."

When, on June 27, 1900, Mulock "moved for leave to introduce" the Bill, he said it had two objects:

"By the aid of boards of conciliation, to promote the settlement of trade disputes and of differences that arise from time to time between employers and employees, and between different kinds of employees.

To establish a Department of Labour, which would have the duty of gathering statistical information and other information affecting labour and providing for its publication."

The proposed publication, Mulock explained during second reading of the Bill, would be *The Labour Gazette*, "edited and conducted on the lines of the (Ministry of) *Labour Gazette* in England. "It will," he said, "be a useful publication for all classes concerned in industrial life, whether

employers or employees, and will enable them better to understand not only the conditions affecting their own side but also the conditions affecting the side of the other party." In this way, the Government hoped, parties in industrial conflicts would be "more ready to adopt peaceful arguments for the settlement of controversies."

Publiciation of Fact

Speaking from the Opposition side of the House, George E. Foster asked whether the proposed periodical was to be a "party publication. . . edited in the interest of the party which for the time being has control of the administration?" Later in the debate, Mulock said "the labour gazette was to be a publication of fact which all might read and comprehend and from which they might draw their own conclusions."

When asked whether he had anyone in mind to edit the gazette, Mulock replied, "I have some one in view, and if we are fortunate enough to get him I think he will be entirely *persona grata* to all classes — the labouring class as well as the employers of labour." That "someone" was William Lyon Mackenzie King. And he had already, on June 26 — the debate on third reading did not take place until July 6 — been offered the position by cable (King was travelling in Europe and considering an offer of a teaching position at Harvard). The cable reached him in Rome. On July 9 King cabled his acceptance to Mulock from London, telling him he would set sail the following day.

The Bill passed third reading as the Conciliation Act, 1900; it received Royal Assent on July 18 and the House adjourned

for summer recess. An Order in Council on July 19 assigned responsibility for carrying out the provisions of the Act to William Mulock, Postmaster General.

Department Established

Section 10 of the Act (later incorporated without change in Section 4 of the Department of Labour Act, 1909) read as follows:

With a view to the dissemination of accurate statistical and other information relating to the conditions of labour, the Minister shall establish and have charge of a Department of Labour, which shall collect, digest, and publish in suitable form statistical and other information relating to the conditions of labour, shall institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue at least once in every month a publication to be known as the Labour Gazette, which shall contain information regarding conditions of the labour market and kindred subjects, and shall be distributed or procurable in accordance with terms and conditions in that behalf prescribed by the Minister.

On September 10, Hon. William Mulock recommended that King be appointed Deputy Minister of Labour. The appointment was made September 15 by an Order in Council signed by the Prime Minister, Sir Wilfrid Laurier, and the Deputy Governor General, Hon. Elzéar Taschereau. In October, after the first number had made its appearance, King succeeded in having his friend Albert Harper appointed to the magazine's staff as Assistant Editor. When Harper was drowned in December 1901 in a heroic attempt to save the life of a woman skater who had gone through the ice of the Ottawa River, King obtained R. H. Coats as Assistant Editor.

F. A. Acland, a newspaperman on the *Toronto Globe*, was persuaded by King to join the Department, which he did in 1907, on the unwritten understanding that he would succeed him when he retired from the Civil Service to enter politics. Acland became Deputy Minister and Editor of *The Labour Gazette* in 1908. He remained as Deputy Minister until 1923, when he became King's Printer, but as Editor only until June 1912, when Dr. Coats became Editor. Acland served again as Editor from July 1915 until July 1917 after Coats had become Canada's first Dominion Statistician. When Acland was succeeded as Editor by Bryce M. Stewart in August 1917 the two positions, Editor and Deputy Minister, were finally separated.

1902

TRANS-ATLANTIC CABLEGRAM.

THIS FORM WILL BE ACCEPTED AT ANY POST OFFICE.

To: *Postmaster General*

London

accept, said tomorrow, cable reply

King

Settlement, Toronto, New

London, N. G.

NOT TO BE TELEGRAPHED

CABLE ADDRESSES, REGISTERED IN ANY PART OF THE WORLD, OR WITH ANY COMPANY, ARE AVAILABLE OVER THIS ROUTE.

King's acceptance

Acland had the longest term yet of Canada's Deputy Ministers of Labour, 15 years, but the longest term to date as Editor was served by Harry J. Walker, from August 1936 to April 1958.

French and English Versions

From the beginning, *The Labour Gazette* has been published in French and English versions, but not until October 1949 did *La Gazette du Travail* have its own Editor. Soon after the appointment of an Assistant Editor of *La Gazette du Travail*, the magazine began publishing articles written originally in French rather than articles that were translations.

For its first 50 years the *Gazette* was clothed in the familiar "Government Grey" cover. The Fiftieth Anniversary Number of September 1950 appeared with a two-colour cover, and colour on the cover has been a regular feature since the January 1951 number. The July 1967 issue, commemorating Canada's Centennial, had a four-colour photograph on its front cover, the first in *Gazette* history. Until the end of 1965, the *Gazette* page measured 6 1/2 by 9 3/4 inches; the first number in 1966 changed to the 8 1/2 by 11 format now becoming standard for periodicals.

In 1900 a subscription to *The Labour Gazette* cost 20 cents a year; single copies sold for 3 cents. The price remained unchanged for almost half a century, until February 1948, when it rose to \$1 a year or 10 cents for single copies. Price changes have been more frequent since, increases coming in March 1953, May 1953, April 1955, January 1962 and January 1972, until now the cost is \$5 a year and 60 cents for single copies.

For a long time *The Labour Gazette* held to the principle set out on Page 1 of the first number: "to record only such statements of fact, and such collections of statistics, as are believed to be trustworthy. . . care will be taken to have the information as complete and impartial as possible" in the hope that it will "establish a basis for the formation of sound opinions, and for the drawing of correct deductions, but these, in themselves, are tasks which lie beyond the scope and purpose of the *Gazette*, and are ends it will seek to serve, not to meet." But in 1969, the *Gazette* began commissioning acknowledged experts to produce articles, which, because they carried the author's by-line, were permitted to carry the author's opinions.

The advent of the commissioned article transformed the Department's monthly into a lively national journal of labour news and opinion, a forum for fresh thinking and

dialogue on labour affairs. It still does not, however, reflect favoritism or prejudice toward, nor serve as a platform for any individual or institution. Now open to discussion of contentious issues, *The Labour Gazette* strives to present as many sides as possible of controversial questions. But it continues to provide a trustworthy record of significant events, trends and developments in the world of labour, both in Canada and abroad.

Labour Gazette Editors

William Lyon Mackenzie King	September 1900 to June 1908
F. A. Acland*	July 1908 to June 1912
Robert H. Coats	July 1912 to June 1915
F. A. Acland	Deputy Minister and Editor, Labour Gazette, July 1915 to July 1917
Bryce M. Stewart**	August 1917 to 1919
Ronald H. Hooper	1920 to 1924
J. H. Magee	1924 to 1936
Harry J. Walker	August 1936 to April 1958
William S. Drinkwater	April 1958 to July 1965
Jack E. Nugent	July 1965 to December 1974
George F. Sanderson	March 1975 to present

Labour Gazette Assistant Editors

Henry A. Harper	October 1900 to December 1901
Robert H. Coats, William W. Edgar	February 1902 to 1912
	July 1905 to 1908
Bryce M. Stewart	June 1916 to July 1917
J. H. Magee, William W. Edgar	1920 to 1924
	December 1923
Charles W. Rump	June 1936 to October 1942
Joseph W. Willard	October 1942 to February 1943
John Mainwaring	March 1943 to July 1951

*Deputy Minister October 1908 to September 1923

**Deputy Minister October 1940 to December 1942

William S. Drinkwater	August 1951 to April 1958
William R. Channon	June 1958 to January 1961
Richard M. Dyke	December 1961 to June 1964
Frank. Dubervill (Production)	April 1965 to March 1973
J. Diane Armstrong	November 1972 to October 1973
Jean A. Sattar	April 1974 to February 1975
Sharleen Bannon	April 1975 to present
Editors, la Gazette du Travail	
Charles A. St. Arnaud	October 1949 to September 1951
Guy de Merlis	January 1952 to November 1963
Georges D'Astous	January 1965 to August 1969
Egide Dandenault	September 1969 to May 1971
Jean Chabot	September 1971 to May 1973
Oswald Mamo	June 1973 to present
Assistant Editors, La Gazette du Travail	
R. S. Catta	June 1970 to June 1974
André Luchaire	March 1975 to present



Canada's Ministers of Labour

by Kathleen E.
Whitehurst,

Staff Writer, The Labour
Gazette



**Sir Allen Bristol
Aylesworth,**

K.C., K.C.M.G.

1905-1906

Authority on
constitutional law

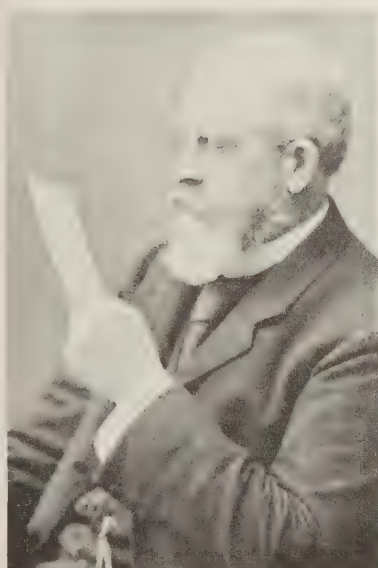


**Rt. Hon. William Lyon
Mackenzie King,**

O.M., C.M.G., LL.D.

1909-1911

First full-time Labour
Minister



Sir William Mulock,

K.C., K.C.M.G.

1900-1905

First federal Minister of
Labour

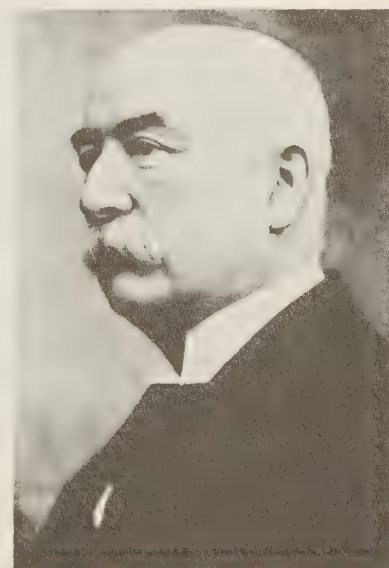


**Hon. Rodolphe
Lemieux,**

K.C., LL.D.

1906-1909

"A born diplomatist"



**Hon. Thomas Wilson
Crothers,**

K.C.

1911-1918

Whole of First World War



**Senator Gideon Decker
Robertson,**

LL.D.

1918-1921; 1930-1932

First Minister from
Labour's ranks



**Hon. John Campbell
Elliott,**

K.C.

1926

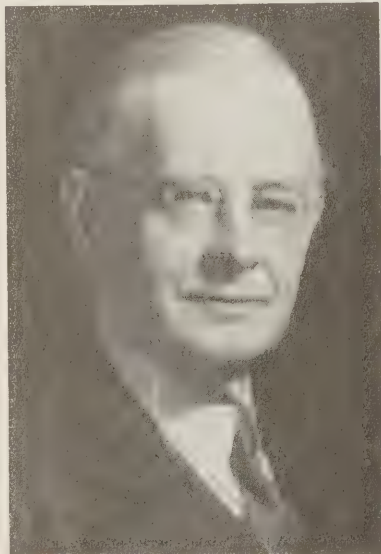
Minister less than four
months



Hon. Peter Heenan

1926-1930

"Peter the Peacemaker"



Hon. James Murdock

1921-1925

High office in railway
union



**Hon. George Burpee
Jones**

1926

Busy with election
activities



**Hon. Wesley Ashton
Gordon,**

K.C.

1932-1935

Headed three
Departments



Hon. Norman McLeod Rogers

1935-1939

The scholar in public life



Hon. Humphrey Mitchell

1941-1950

Minister longer than any other



Hon. Michael Starr

1957-1963

Inquiry on disruption of shipping



Hon. Norman Alexander McLarty, K.C.

1939-1941

Organized civilians for war effort



Hon. Milton Fowler Gregg

1950-1957

President of U.N.B.



Hon. Allan Joseph MacEachen

1963-1965

"War on Poverty" program



Hon. John R. Nicholson,
O.B.E., Q.C.

1965-1968

Momentous changes for
Department



Hon. Bryce Mackasey

1968-1972

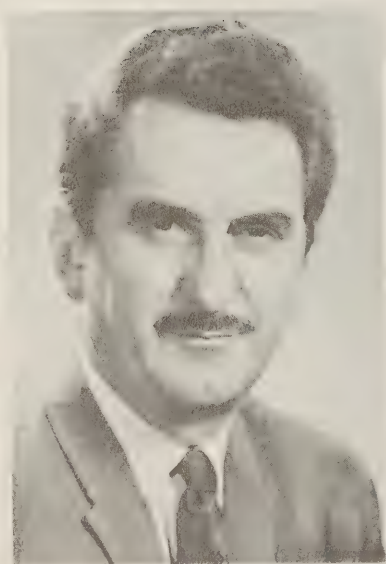
Canada Labour Code



Hon. John Carr Munro

1972-

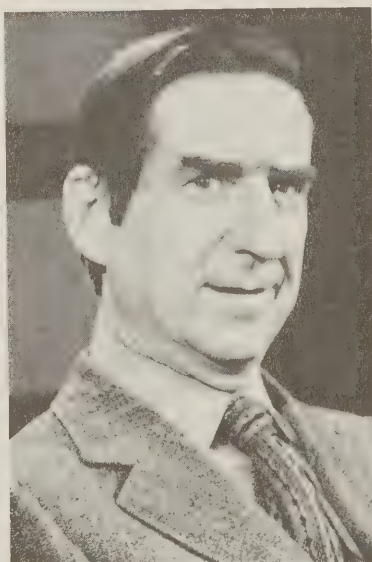
Canada Labour Relations
Council



Hon. Jean-Luc Pépin

1968

Three-month post



Hon. Martin O'Connell

1972

I.R.D.I. Act replaced

Canada's Deputy Ministers of Labour



F.A. Acland

1908-1923

Longest term



William M. Dickson

1934-1940

Unemployment the
problem



W.L. Mackenzie King,

C.M.G., M.A., LL.B.

1900-1908

Drafted I.D.I. Act



Howard H. Ward

1923-1934

Old age pensions



Bryce M. Stewart

1940-1942

Wartime problems



Arthur MacNamara

1943-1953

Manpower mobilization



George V. Haythorne

1961-1968

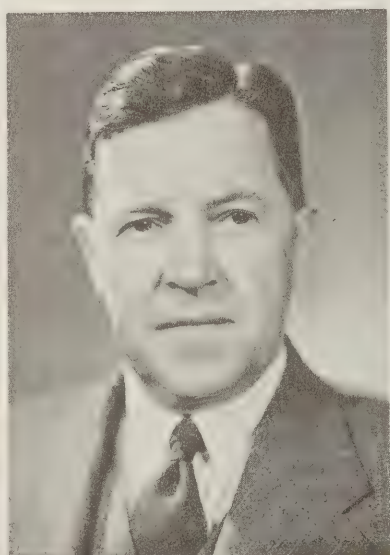
Active in ILO affairs



Bernard Wilson

1971-1973

Master Mediator



Arthur H. Brown

1953-1960

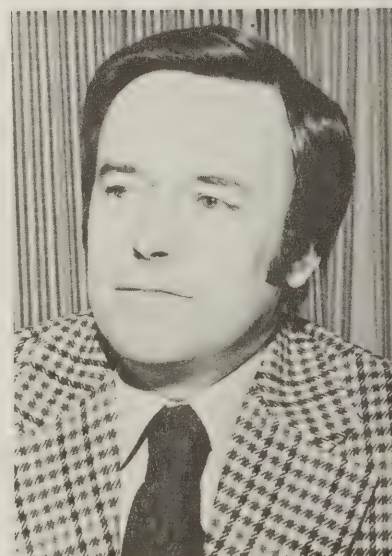
Canada Labour Relations Board



J. Douglas Love

1968-1971

Preventive mediation service



Thomas M. Eberlee

1974-

New objectives, new organization

Departmental History: Introduction

For more than a century men have perceived in Canada the promise of a better life for them and their families. To them this country offered liberty and the maintenance of Old World ties, individual economic freedom and hard work, freedom of enterprise and security.

Essentially an agrarian and commercial nation until this century, Canada came late into modern industrialism, dragged into the twentieth century and away from her bucolic past by a force and sequence of events too powerful to deny.

Through most of the nineteenth century Canada existed as a figment only of visionary statesmen's imagination. Geographically, this incipient nation was an absurd metaphysical impossibility. Its population was strung out in a thin discontinuous strip of habitation 3,000 miles long; its hinterland was unpeopled and unexplored, unmapped and unappreciated. It was and is a country of regions and the simple act of drawing a frontier upon the map seemed, in 1867, unlikely to overcome the natural barriers of the Canadian Shield, the Great Lakes or the Rocky Mountains. But the CPR, completed in 1886, confounded the natural north-south communication and commercial inclination by putting wheels under the National Policy of Sir John A. Macdonald.

Suddenly, the prairies were populated, the cities grew, the age of wood, wind and water came to an end in the Maritimes, giving new importance to coal mining and

manufacturing and emphasizing the interdependence of the provinces. Industrial centres grew and so did the non-agricultural labour force.

Some politicians were quick to recognize the implications of the growth in numbers of wage earners in the cities — Sir John A. Macdonald was one of them — but most had their eye on the development of the West. With the coming of the railway, a torrent of migrants swept into the West to work the land they would later claim was the breadbasket of the world, and to mine the rich coal seams of the foothills and mountain passes.

By late in the nineteenth century the peak immigration had been passed. New immigrants were collecting in the cities, forming a labour pool. Unions, already well established, were expanding in the railway trades, printing, moulding, the construction trades, shipbuilding and mining. They could not be ignored by local, provincial or the Dominion governments.

Thus, in 1900, just in time for an election, a Canada Department of Labour was formed. The Department was the dream of successive unionists from the early 1870's. But ultimately it was formed, only because unions and their members attained sufficient political strength by the year 1900 to upset the ever-so-delicate balance between the employers and the employed, the government and the governed.

The Department's history falls into three major periods. The first lasts from 1873, when the idea was first proposed, until about 1937. This period may be characterized as a time of condescension toward organized labour, while the attitude of labour (with some notable exceptions) is generally complaisant — even servile. During the second period (1937-1944) condescension is replaced by grudging acceptance and servility by militancy. The third period (1944 to the present) is one of a growing sense of partnership.

—Fraser Isbester

Canada Department of Labour Chronology

1900—Conciliation Act created Department of Labour.

1900—Administration of Fair Wages Resolution of (March) 1900 turned over to the Department on its organization.

1900—Department of Labour Library established.



- 1900—Labour Gazette first published in September.
- 1903—Railway Labour Disputes Act enacted; administration placed under Minister of Labour.
- 1906—Conciliation and Labour Act enacted, consolidating Railway Labour Disputes Act and Conciliation Act.
- 1907—Industrial Disputes Investigation Act enacted.
- 1909—Labour Department Act created separate Labour portfolio.
- 1910—Combines Investigation Act passed; administration placed under Minister of Labour.
- 1911—Labour Statistics Branch established.
- 1911—First edition of *Labour Organizations in Canada* published.
- 1915—First annual report on *Labour Legislation in Canada* issued.
- 1918—Employment Offices Co-ordination Act passed; Employment Service Branch formed to administer it.
- 1919—First International Labour Conference, Washington, D.C. Canadian delegation was “one of the most complete representations.”
- 1919—Combines and Fair Prices Act repealed Combines Investigation Act.
- 1919—National Industrial Conference held in Ottawa after issue of Report of Royal Commission on Industrial Relations.
- 1919—Technical Education Act enacted; Director of Technical Education named to the Department.
- 1921—First of the annual reports on wage rates and hours of labour published.
- 1922—Administration of the Government Annuities Act (1908) transferred to the Minister of Labour from the Postmaster-General; Annuities Branch established.
- 1923—New Combines Investigation Act enacted and placed under the Minister of Labour.
- 1927—Administration of the Old Age Pension Act placed under the Minister of Labour.
- 1927—Labour Intelligence Branch formed.
- 1930—Fair Wages and Eight-Hour Day Act enacted.
- 1930—Unemployment Relief Act passed; administration assigned to the Minister of Labour.
- 1931—Unemployment and Farm Relief Act passed; administration given to the Minister of Labour.
- 1932, 1933, 1934, 1935—Relief Acts passed.
- 1935—Administration of Old Age Pensions Act transferred to Department of Finance.
- 1936—Unemployment Relief and Assistance Act passed.
- 1937, 1938, 1939, 1940—Unemployment and Agricultural Assistance Acts passed.
- 1938—Formation of Canadian Association of Administrators of Labour Legislation.
- 1939—Youth Training Act passed.
- 1940—Unemployment Insurance Act passed; Unemployment Insurance Commission takes over the Employment Offices in 1941; Employment Services Branch closed.
- 1941—Wartime Bureau of Technical Personnel established.
- 1942—Industrial Relations Branch formed.
- 1942—Vocational Training Co-ordination Act passed; Canadian Vocational Training Branch formed; Youth Training Act of 1939 expired.
- 1942—Control of Unemployment Insurance Offices transferred temporarily to Minister of Labour to handle the administration of National Selective Service Civilian Regulations.
- 1942—Re-instatement in Civilian Employment Act made the responsibility of the Minister of Labour.
- 1942—Research and Statistics Branch formed.
- 1942—Labour Intelligence Branch disbanded.
- 1942—National Registration transferred from the Department of National War Services to the Department of Labour.
- 1942—Legislation Branch formed.
- 1943—Dominion-Provincial Farm Labour Program began.
- 1943—Information Branch formed.
- 1944—Industrial Production Co-operation Board established.
- 1945—National Selective Service Manpower Controls revoked September 17, control of men in agriculture ended November 15.
- 1946—Wage Controls terminated December 1, 1946; National Registration ended August 15.
- 1946—International Labour Organization Branch formed.
- 1946—Polish veterans arrive in Canada for placement on farms, and first of “displaced persons” resettled in Canada.
- 1947—National Selective Service Civilian Regulations revoked March 31.
- 1947—Regional Offices of the Bureau of Technical Personnel closed March 31.
- 1947—Labour-Management Co-operation Service established May 15, 1947.
- 1947—Department’s Office in Vancouver, administering the settlement of Japanese, closed.

- 1948—Industrial Relations and Disputes Investigation Act enacted; Canada Labour Relations Board established by the Act.
- 1948—Control of the Movement of Japanese in Canada revoked March 31.
- 1949—Economics and Research Branch superseded Research and Statistics Branch.
- 1950—Government Employees' Compensation Act and Merchant Seamen's Compensation Act transferred to the Department.
- 1950—Special Services Branch formed.
- 1950—Department inaugurated plan to assist women to come from United Kingdom for employment in domestic service in Canada.
- 1951—National Advisory Council on Manpower established February 1951.
- 1951—Great Lakes Seamen's Security Regulations issued, effective March 22, 1951.
- 1951—National Advisory Committee on the Rehabilitation of Disabled Persons established December 29, 1951.
- 1952—National Co-ordinator of Civilian Rehabilitation appointed; Civilian Rehabilitation Branch formed.
- 1953—Canada Fair Employment Practices Act came into effect July 1, 1953.
- 1954—Women's Bureau established.
- 1954—Special Services Branch given responsibility for program to stimulate winter employment.
- 1955-56—Interdepartmental Committee on Winter Employment constituted.
- 1956—"Do It Now — Why Wait for Spring" campaign organized.
- 1956—Female Employees' Equal Pay Act came into effect October 1, 1956.
- 1957—Great Lakes Seamen's Security Regulations expired.
- 1958—Annual Vacations Act enacted.
- 1958—Municipal Winter Works Incentive Program launched.
- 1959—Department of Labour hostel at St. Paul L'Ermite for newly arrived immigrants closed December 31. Similar hostel at Ajax, Ont., closed in 1953.
- 1961—Technical and Vocational Training Assistance Act superseded Vocational Training Co-ordination Act.
- 1962—Vocational Rehabilitation of Disabled Persons' Act came into effect April 1.
- 1963—Maritime Transportation Unions Trustees Act passed.
- 1963—Winter House Building Incentive Program and Supplementary Federal Government Winter Construction Program introduced.
- 1963—Government Employees' Compensation Branch renamed Accident Prevention and Compensation Branch.
- 1964—Labour Standards Branch formed, August 1964.
- 1964—Manpower Consultative Service formed.
- 1964—Information Branch and Labour Gazette Branch merged to form Information and Labour Gazette Branch.
- 1965—Canada Labour (Standards) Code passed (to take effect July 1, 1966).
- 1965—Transitional Assistance Benefit Program introduced.
- 1966—Manpower programs of the Department transferred to the Department of Citizenship and Immigration to become nucleus of Department of Manpower and Immigration (January 1, 1966).
- 1966—Canada Labour (Safety) Code passed.
- 1966—Task Force on Labour Relations set up.
- 1966—Labour-Management Co-operation Service became Labour-Management Consultation Branch.
- 1966—Department of Labour Library became Library Services Branch.
- 1966—Annuities Branch renamed Industrial Pensions and Annuities Branch.
- 1967—Information and Labour Gazette Branch renamed Public Relations and Information Services Branch.
- 1967—Fair Employment Practices Branch established to assume responsibility from Industrial Relations Branch for administration of Canada Fair Employment Practices Act.
- 1967—Creation of Conciliation and Arbitration Branch and Employee Representation Branch from the Industrial Relations Branch.
- 1967—Department host to Eighth Regional Conference of American States Members of ILO; Minister of Labour elected president of Conference.
- 1968—Canada Labour (Safety) Code proclaimed in force, giving the Department the responsibility for accident prevention in industries under federal jurisdiction.

1968—Fair Employment Practices Branch assists in planning and development of Canadian Commission for International Human Rights Year.

1968—Economics and Research Branch participated in research programs of Prime Minister's Task Force on Labour Relations, of which Branch Director served as chief executive officer.

1968—Final report of Board of Trustees of the Maritime Transportation Unions.

1968—Fair Wages and Hours of Labour Act amended and new regulations passed to reduce standard workweek from 44 to 40 hours.

1968—Working committee formed of representatives of Canada Department of Labour and the secretariat of the Royal Commission on the Status of Women in Canada to undertake research in areas of interest to the Department.

1968—Amendment to Canada Labour Code Regulations (General) excludes persons in scientific professions from application of Code.

1968—Labour Counsellor position in London, England, created.

1969—The Transitional Assistance Benefit Program was extended twice during the year.

1970—Preventive mediation service, comprising a team of Industry Specialists, established in Conciliation and Arbitration Branch.

1970—Program of "affirmative action" to provide increased opportunities for training and employment for minority groups, launched by Fair Employment Practices Branch.

1970—The Director of the Women's Bureau was named Canadian delegate to the United Nations Commission on the Status of Women and appointed to the ILO Panel of Consultants on the Problems of Women Workers.

1970—The National Industrial Relations Film Library, in co-operation with labour and management organizations, and the National Film Board, established by the Department.

1970—Administration of the Government Annuities Act, together with the Industrial Pensions and Annuities Branch, transferred to the Unemployment Insurance Commission.

1972—The Canada Labour Code, an Act consolidating labour statutes, enacted. Part II of the Code, concerning Female Employees — Equal Pay, repealed and equal pay provisions included in Part III of the Canada Labour Code (Labour Standards).

1973—Part V of the Canada Labour Code (Industrial Relations) proclaimed; replacing the Industrial Relations and Disputes Investigation Act, it was the first revision of the federal industrial relations law since 1948.

1973—The new Canada Labour Relations Board appointed.

1973—A symposium on social indicators of the quality of working life convened by the Department.

1973—To end nation-wide strike of non-operating railway employees, the Railway Operations Act, 1973, passed on September 1; arbitration award of Hon. Emmett M. Hall delivered January 16, 1974.

1975—Canada Labour Relations Council established.



The Department's New Headquarters, Place du Portage, Hull Québec



The New Department:

Reorganized and Redefined

by Ted S. Weinstein,
Public Relations Branch

The Canada Department of Labour is one of the oldest Ministries of Labour in the Western Hemisphere. And it is fitting that, in this year marking the 75th anniversary of its creation, the Department should be undergoing a major reorganization and redefinition of its role. The Department has been flexible throughout its history, keeping pace with the sometimes traumatic changes that have occurred in Canada and throughout the world. In view of the ever-dynamic socio-economic conditions during the past few years, the Department has reassessed its roles and goals, and is on its way to forging a new place for itself in labour affairs.

The field of labour affairs is a broad one, encompassing all people either employed or looking for work, all employers, all unions and employee or employer associations, and the three levels of government and their various agencies. These components, working within the framework of Canada's economic and social needs, are linked together in a complex interdependence. Yet all of them retain their individuality and their self-interests, which often clash with the goals of the other parties, or which result in non-co-operation. Compounding this is the extensive range of programs sponsored by the various partners

in labour affairs, programs that at the same time contain both overlaps and gaps.

This means that there is a prospect of growing disruptions in labour affairs, and it points out the need for new — or at least better — methods or programs for interaction and co-operation. All parties in labour affairs require a clearer understanding of the inter-relationships at work. They must clarify their roles in labour affairs, both their roles as individuals and their roles vis-à-vis the other partners. All parties must be flexible enough to change their goals or modify their relationships as circumstances demand. This the Department of Labour is doing: re-evaluating its role in Canadian labour affairs. It is examining its position and function regarding workers, employers, and other government departments. It is planning its roles and goals for the years ahead. And it is projecting its needs to perform its new functions.

Catalytic and Influential

With so many individuals, employers, unions and governments involved in labour affairs, overlaps, confusion, and misunderstandings can and do occur. Leadership in labour affairs is often lacking. In this context, the Department of Labour has modified its role: besides carrying out its various program responsibilities, the Department will be a more catalytic and influential part of labour affairs.

An example can serve to illustrate this point. Much confusion and misunderstanding surrounds the strike or work stoppage. Are strikes always symbolic of conflict? Do they always occur for economic reasons? Do unions have too much power? A large segment of Canada's population would answer "yes" to these questions. In reality, strikes occur for many reasons. Yet the public perceives only apparent conflict. Strikes often happen because, to workers who are alienated at their jobs, or feel anonymous on the assembly line, calling a strike and walking a picket line — most often at contract time — is the only means available for them to vent their frustrations. It allows them to express their opinions, let their employers know that they are individuals. In many ways, a short work stoppage may be industrial therapy.

A strike is not necessarily a bad thing. Strikes do not necessarily reflect the polarization of union and management. Our society offers a great range of choices on just about everything, and in such an environment, it is easy for confusion to happen.

A deeper public understanding of the roles of unions, management, and government is needed if collective bargaining is to work. Collective bargaining has come under much criticism lately, but perhaps there is nothing wrong with it as a concept. Perhaps the structure of the process needs modification. This will be one of the questions the newly created Canada Labour Relations Council will tackle.

New Role Demonstrated

In forming the Council, the Department of Labour demonstrated its new role as a catalyst in labour affairs. The Council, a tripartite body composed of union, management, and government representatives, will consider ways and means to develop more rational and constructive means of improving labour-management relations, procedures by which unions and management can use collective bargaining to reconcile their differences. It is a unique forum for top-level national representatives of major unions and companies to try to solve problems common to themselves, and that affect Canada as a whole.

The Department of Labour has only recently assumed a more aggressive role in labour affairs. The federal Government's input to this field is limited under the British North America Act, which assigns to the provinces primary jurisdiction over property and civil rights. Parliament may, however, legislate with respect to work carried out in a province that is considered important to Canada as a whole or to two or more provinces. Originally, the Department of Labour's influence through the Conciliation Act of 1900 extended to settling disputes through conciliation and to publishing industrial statistics. Subsequent legislation extended federal influence by altering existing forms of collective bargaining and creating voluntary conciliation in industries where work stoppages could affect the national interest.

The concept of a total federal responsibility for Canada's labour force was rejected in 1925, however, when the Judicial Committee of the Privy Council held that questions of labour relations fell within provincial jurisdiction. During World War II, the federal Government again assumed a dominant role in labour affairs by extending its policies to wartime industries. With peace, authority reverted to the previous distribution of powers.

Increasing Complexities

Since 1945, the differing approaches taken by

the federal Government and the provinces have introduced increasing complexities into labour affairs. These complexities have caused overlaps among provincial and federal programs. The Department of Labour has influenced important changes and improvements in such areas as labour standards, human rights, and safety and health; the Department was a leader in legislating the improvements for industries under federal jurisdiction, and some provinces have since equalled or surpassed the federal example.

Within the federal Government itself, departments sharing some concerns with the Department of Labour include Manpower and Immigration, National Health and Welfare, Environment, and Transport. Among the federal policies and programs with potential interrelationships are Labour's safety standards, Environment's community health standards, Manpower's retraining and mobility schemes, and National Health's income maintenance programs. Overlaps of departmental programs are not necessarily bad, but there must be some way for these departments to consult with one another, to know what the other is planning. Seeing labour affairs in a broad context (compared with the narrow context of industrial relations), the Department of Labour will be working with other Government departments to find the best possible solution to a given problem or issue. Owing to the complexity of our society, there can never be a definitive separation of Government responsibilities, but one of the Department of Labour's roles will be that of a catalyst in the search for answers to different issues.

Unresolved Issues

Some of the unresolved issues for which solutions are being sought include the allocation of economic resources, the difficulty of creating and supplying jobs for those who want to work, changing attitudes toward work, and ordering the relative value of the work to be done (who should be paid how much for what job). These issues indicate two needs currently lacking in labour affairs: a method for consultation among the partners in labour affairs, and clarification of the partners' interrelationships in solving the issues. When these needs are met, the parties in labour affairs will be able to start resolving questions such as:

—How big is the economic pie that is to be divided among Canadian individuals and companies?

- What constitutes a fair share of the “pie” for any one party?
- How will this share be calculated?
- What role should labour, management, and government take in formulating the growth policies of Canada?
- What are the rights of the public in an industrial dispute?
- Can disputes be resolved more effectively with or without direct government intervention?

Realizing that the Department of Labour is not fully equipped to handle, or even act on questions such as these, the Department has studied its special characteristics, the scope of its responsibilities, and the strength of its position in labour affairs. The Department concluded that it must be responsive to the rights, interests, and desires of all groups in labour affairs. Bearing this in mind, the proposed goal of the Department of Labour is to work with and help all individuals, both employed and unemployed, and all individuals, groups, and institutions responsible for or associated with work.

New Organization Required

In view of this ambitious goal, the Department is currently “rethinking” its roles in order to be better able to analyse issues and problems, assemble a range of solutions, and act on the most appropriate of these. Its new directions require a new organization to carry them out. Past short-term solutions have not been successful, and have sometimes carried too high a price for momentary industrial or economic peace.

To fulfil its goal, the Department must work in partnership with the other parties in labour affairs. This will mean sharing policies and working toward a common aim. To fulfil its goal successfully, the Department must be impartial, must be a link between the many parties involved in labour affairs and in the socio-economic good of Canada. This, then, is the Department's new role: **TO PROMOTE AND PROTECT:**

- (1) **THE RIGHTS OF PARTIES INVOLVED IN THE WORLD OF WORK,**
- (2) **A WORKING ENVIRONMENT CONDUCTIVE TO PHYSICAL AND SOCIAL WELL-BEING,**
- (3) **A FAIR RETURN FOR EFFORTS IN THE WORK PLACE. (IN ALL CASES ENSURE EQUITABLE ACCESS TO EMPLOYMENT OPPORTUNITIES).**

Looking at these roles individually, the first one is based on the reasoning that everyone involved in labour affairs has rights. These

rights are either perceived or real. Rights are not absolute for everyone. There is a need to continually re-examine the relative rights of the many parties in labour affairs, so that the rights of one party do not infringe on the rights of others.

Protection of the working environment is the second role. Physical safety for workers has been looked after through standards, legislation, and inspections. Concern regarding the biological health of workers has been extended to the well-being of the community at large: How many pollutants can factories legally emit? What is the effect of lead on people living around factories? What does industrial noise do to a community? There are increasing demands for measures to improve the quality of working life in the interests of both social and mental well-being of both workers and their communities.

But there are problems in improving the quality of working life because of overlaps and gaps in jurisdictional responsibility. In addition, the demands for safe working places and communities have become part of negotiations between employees and employers, and of confrontations between industries and the public. What may not be known are the economic trade-offs necessary in meeting the demands. The application of general standards of protection may have an effect on the supply of jobs, or the wages a company can pay, as well as on agreements that employees and employers have reached between themselves: Do workers want higher wages or increased protection? Does a community want sustained employment or environmental safeguards? The interests of physical and social well-being in the workplace would be better served by the development of an improved understanding among all concerned of the costs of protection, how these costs are paid for, and by whom.

The third role, the protection of compensation for the work effort, is based on the concept of people's being financially self-sufficient. The old saying about a fair day's pay for a fair day's work has been modified. A day's pay now includes pension plans, wage increases, and other benefits. Employers see a fair return as meaning, in addition to showing a profit, funds to undertake research, to expand, and to provide jobs. What is needed is an understanding of “fair return” and the variety of possible approaches to achieve a more equitable distribution of money and resources.

Ensuring the promotion of opportunities for work is founded on the need people have for satisfaction in life. For those persons

seeking work or already working, there should be available the greatest number of jobs to match their individual goals and needs. Governments provide various training and assistance programs to help people find jobs and to help employers find workers. But economic uncertainties can cause problems and fluctuations in the job markets. Thus, the Department of Labour will try to influence the development of flexible policies needed to produce a better understanding of the factors affecting such issues as the supply of and demand for jobs; regional disparity; or industrial growth.

How can the Department of Labour successfully put these roles into practice? The Canada Labour Relations Council is one concrete example of the Department's ability to respond to an issue. And to ensure that the Department is adaptable, flexible, responsive, and sensitive to the issues of the day, it is reorganizing its infrastructure in order to better serve its labour affairs partners.

In broad terms, the new organization will give the Department a better ability to meet its primary functional responsibilities through the rethinking of its "program mix". The rethinking indicated the necessity of three areas in the Department's new organization: policy development, program support, and program implementation.

Policy Development

In taking a more active role in labour affairs (policy development), the Department of Labour will identify current and emergent issues and assign them priorities. It will determine its own role in the issues, and assist in or on its own totally develop policies to deal with them. It will decide whether it will be a catalyst in finding solutions, influence another partner in labour affairs, or whether one of its own programs can effectively handle the situation. To accomplish this, the Department will have access to up-to-date statistics, as well as other information on industrial relations and economic trends. It will analyse and evaluate this information and the implications of its actions. It will evaluate also the effectiveness of existing and proposed policies and test these to determine the most suitable plan of action.

In its program support function, the Department will decide the best, most effective means of carrying out its policies. It will assess existing policies and policy objectives, and compare these with new programs it has at its disposal. After choosing the most appropriate program, the Department will pick the best means of putting it into action, and determine whether

other labour affairs partners can help in implementing the policy.

The third function, program implementation, will allow the Department to allocate resources to ensure its chosen policy is put into action. This area will also ensure the effective management and monitoring of the policy and its results; if the chosen program is not producing results, the Department will choose another option.

Substantial Changes

There will be many substantial changes in the existing organization of the Department of Labour to allow the new roles and goals to be put into effect. The new organization calls for decentralization into five regions. At head office, there will be seven groups, several of which are newly created, or groups made up of divisions from former branches. The groups are: Policy co-ordination, International and Provincial Relations, Research and Program Development, Federal Mediation and Conciliation Services, Administrative Policy and Services, Organization and Program Implementation, and Legal Services. Of these, the Legal Services group will be constituted in much the same way as it now exists.

Policy Co-Ordination

The Policy Co-ordination group will be one of the two major co-ordinating units. It will be similar to a sensor system, identifying public concerns in economic and social policy, and funnelling this information to the appropriate group equipped to handle it. The group will examine issues which have broader meaning for the Department than its current programs, and will also formulate policy options for the Department's senior management to consider.

Policy Co-ordination will work within both broad and specific areas of economics, labour affairs, and social policy. Some problems it will face will not be strictly within the purview of the Department. But there are few government or industry policy changes today that do not affect the Department of Labour clients: workers, employers, unemployed persons. A new transportation policy has ramifications for thousands working under federal jurisdiction. Social issues such as unemployment insurance premiums or income maintenance programs can have an effect on collective bargaining. The Policy Co-ordination group will examine issues not readily apparent but which will have ramifications for labour and for the Department.

The Policy Co-ordination group will not formulate solutions; rather, after identifying

potential issues, the decided policy will be carried out by others, possibly by the Research and Program Development group and by field officers.

International and Provincial Relations

The International and Provincial Relations group will be the other major co-ordinating group. It will organize the Department's participation in international and federal-provincial bodies by liaising with provincial governments and international agencies. Besides co-ordinating the Department's participation in federal-provincial conferences, it will represent the Department and Canada in labour affairs at international levels, and maintain labour counsellors in Brussels, London, and Washington. It will analyse Canada's degree of compliance with International Labour Office (ILO) Conventions, and indicate what actions will be necessary to achieve compliance with the Conventions.

Research and Program Development

The Research and Program Development group will be composed of seven subgroups. The subgroups are tentatively called: Labour Data, Economic Analysis, Rights in Employment, Conditions of Work, Occupational Health and Safety, Employment Relations, and Library and Information Services.

The Labour Data subgroup will collect, process, and distribute research data through the planning, design implementation, and evaluation of surveys examining wages and salaries, working conditions, collective agreements, work stoppages, and labour organizations.

Economic Analysis will play a supporting role in the development of policies and programs by conducting research on on-going trends in the total Canadian economic environment that might affect or be affected by activities in the labour field.

Rights in employment will maintain programs now conducted by the Department in this area. This subgroup will attune itself to future human rights development and create new programs and policies designed to ensure that all individuals have fair and equal opportunities to obtain employment, receive promotions, and get just and impartial treatment on the job.

Conditions of work subgroup will develop programs and policies with the aim of achieving economic conditions fair to both employers and employees. These conditions include wages and salaries, pensions, and forms of insurance, and working conditions such as hours of work. As well, it will conduct

research into such things as the relationship of compensation and working conditions to turnover rates and absenteeism.

Occupational Health and Safety will develop policies and programs to promote safe and healthy working conditions. It will examine issues such as the effects of asbestos, vinyl chloride, and excessive noise. The subgroup will become concerned with the excessive outputs of industrial wastes in the community, e.g., lead or mercury. And the subgroup will also administer employment injury benefits for employees under federal jurisdiction and seamen not covered by other compensatory legislation.

The Employment Relations subgroup will conduct research, design programs, and evaluate Departmental policies relating to labour-management services. It will develop policies and programs directed toward the development and growth of constructive labour-management relations. Coming under its scope will be the process of industrial democracy, and structures within the process, such as co-determination. The subgroup will also conduct specific studies on aspects of labour-management relations, and develop mechanisms for improved labour-management relations during the closed period of a contract.

Library and Information Services will provide published and unpublished material for the use of the Department, other government departments, and the public. Besides maintaining the Departmental library service, it will maintain files and operate a media clipping service. It will also provide a legislative research service to conduct research into labour laws, their regulations, and related administrative practices, in all jurisdictions in Canada. Further services are provided in the answering of inquiries and the publication or other dissemination of informative material relating to labour legislation.

Conciliation Services

The Federal Mediation and Conciliation Services group will provide services in conciliation, mediation, and arbitration for industries under the Canada Labour Code through research, implementation of conciliation, mediation, and arbitration services, and program evaluation. Besides researching for conciliation, mediation and arbitration (e.g., preparing briefs, cost estimates of settlements, and other documents to be used during the settlement of disputes), it will participate in the development and evaluation of Departmental policies regarding dispute settlement. (The group will also represent the Department on committees, task forces, and organizations.)

Administrative Policy and Services

The Administrative Policy and Services group will comprise six subgroups:

Personnel, Financial Services, Data Processing, Administrative Services, Public Relations, and Security. This group will develop and/or interpret management policies appropriate to the needs of the Department. The subgroups will assess various policies and develop alternative means of implementation for senior management. They will provide assistance in formulating program forecasts and estimates. And they will liaise between the Department and various agencies on matters related to governmental management policies.

Organization and Program Implementation Group

The Organization and Program Implementation group's job will be to work internally on certain concerns, such as the smooth departmental transition to this new organization. With a limited life span of approximately two years, it will assist in developing program options, and basically oversee the implementation of the reorganization.

Decentralization Anticipated

Many of the functions of the groups and subgroups will be performed outside the National Capital region, as the Department decentralizes into five regions. The regions (the location of the regional managers' headquarters in parenthesis) are: Mountain Region, taking in British Columbia, Alberta, the Yukon, and the Northwest Territories (Vancouver); Central Region, including Saskatchewan, Manitoba, and Northwestern Ontario (Winnipeg); Great Lakes Region, encompassing the rest of Ontario (Toronto); St. Lawrence Region, serving all of Québec (Montreal); and the Atlantic Region, including the three Maritime provinces and Newfoundland (Moncton).

The departmental staff in these offices will be able to meet client needs better and faster. Under the direction of the regional managers, the staff will work as generalists as well as specialists: for example, as well as being able to carry out plant inspections, they will be able to detect the signs of poor or troubled labour-management relations, analyse the situation, and make recommendations, all from the field location. In this comprehensive type of team operation, problems can be handled on the spot. If necessary, the information can be forwarded to head office for follow-up.

Brief mention was made earlier of senior management. The Department will have a senior management committee which will debate the merits of and approve or turn down any major policy changes, additions, or deletions. Under the direction of the Deputy Minister, the committee will be made up of all five regional managers, the Assistant Deputy Minister of Research and Program Development, the Assistant Deputy Minister, Federal Mediation and Conciliation Services, the senior member of the Policy Co-ordination group, the Special Advisor to the Deputy Minister, and the senior representatives from the International and Provincial Relations and Administrative Policy and Services groups, the Organization and Implementation Group, and Legal Services. It will examine various documents, task force and commission reports, and will be a forum for the resolution of major changes. It is anticipated the senior management committee will meet at least once a month for several days of intense discussion and policy review.

Adaptability, flexibility, sensitivity, responsiveness: this is how the newly organized Department will operate. The Department will adjust its policies or programs as demanded by our ever-changing environment. Its internal staff will respond effectively to issues of diverse nature. The Department will perceive the concerns of the Canadian society and the outside world at many levels. And the Department will act on identified issues with policies and programs — both its own and those of its labour affairs partners — in the solution of such issues to the mutual satisfaction of all concerned.



Conciliation and Arbitration Branch

Dedicated to Dispute Settlement

by W.M. Dempster,
Industry Specialist,
and George Sanderson,
Editor, The Labour Gazette

The past 75 years have been a period of change, challenge and achievement in industrial relations. They have witnessed the evolution of new and improved programs, policies and systems designed to promote industrial peace and improve the collective bargaining process. But one aspect of federal labour policy has remained unchanged through the years: a dedicated preoccupation with settling labour disputes and preventing strikes. From its beginning, the Department has placed major emphasis on its non-partisan peace-keeping role.

The great majority of collective bargaining disputes are settled by the parties without the need for government intervention. But when labour and management are involved in a dispute they cannot settle by themselves, either party may give notice of dispute to the Minister of Labour and request conciliation assistance. Such assistance is provided under the Canada Labour Code (Part V — Industrial Relations), which endeavours to meet the need of today's sophisticated and complex industrial relations system within which federal industries operate.

Industrial relations were relatively much more simple when the federal Government first entered the field of dispute settlement in 1900 when Parliament passed the Conciliation Act, the statute that also established the Department of Labour. The Act, which contained the main features of a law existing in Britain, authorized the Minister of Labour to appoint conciliation officers or a conciliation board to help the contending parties settle their dispute. But nothing in the Act compelled either party to accept intervention. Consequently, it soon became evident that the legislation had serious limitations. One problem was the difficulty of bringing the parties together; another was the difficulty of obtaining accurate information on the issues in dispute. Moreover, it appeared that as strikes ran on, the original problems tended to be overlooked and situations became complicated by a host of new issues. Strikes occurred, too, because neither party desired conciliation assistance.

Compulsion Introduced in 1903 Act.

The first element of compulsion was introduced in the Railway Labour Disputes Act of 1903, which was passed by Parliament following a prolonged strike of trackmen on the Canadian Pacific Railway. The Act was limited in its coverage to railway transportation. It provided for the appointment of a three-member conciliation board established along lines that were to be a familiar feature of subsequent legislation — a nominee of each party to the dispute and a chairman chosen by these two. The Minister of Labour had the authority to nominate a member if either party failed to do so, and to choose a chairman in case of disagreement. The board was granted the power of compulsory investigation to “compel testimony under oath, and the production of documents essential to a knowledge of the true situation.” But compulsory conciliation and investigation under the terms of this Act contained no restraints on strikes or lockouts.

In 1906, Parliament enacted legislation combining and extending the provisions of the Conciliation Act of 1900 and the Railway Disputes Act of 1903. But the new Conciliation and Labour Act proved inadequate and was never used effectively in any dispute. It was succeeded by the Industrial Disputes Investigation Act of 1907, which was passed after a major emergency had developed out of a long and bitter strike in the coal fields of Alberta. This Act firmly established the basic principles of subsequent labour disputes legislation. It provided that unions and



employers could not strike or lock out until the dispute had been heard by a board of conciliation on which each side was represented and which was empowered to investigate all the differences between them. The Act stated that the findings of the board were to include "the cause of the dispute and the board's recommendations for the settlement of the dispute according to the merits and substantial justice of the case." The argument in favour of this procedure was that public opinion, informed through the publication of the board's report, would bring pressure to bear on the disputing parties.

Restricted to Federal Jurisdiction

Although the I.D.I. Act was limited in coverage to disputes involving employers of ten or more persons engaged in transport, communications, mining and public utilities, the machinery that it provided was applicable to other industries if both parties to a dispute consented. A 1925 amendment, however, restricted coverage of the Act to disputes in industries under federal jurisdiction.

During the Second World War, a series of orders in council extended the scope of the I.D.I. Act. In 1944, the Wartime Labour Relations Regulations were adopted and incorporated the representation and collective bargaining provisions of the United States National Labor Relations Act.

In 1948, the Industrial Relations and Disputes Investigation Act was passed and retained the principle features of the I.D.I. Act and added, among other things, the representation and collective bargaining provisions of the Wartime Labour Relations Regulations. The Act also established the Canada Labour Relations Board.

In 1972, Parliament replaced the Industrial Relations and Disputes Investigation Act by passing the Canada Labour Code, which was proclaimed in force on March 1, 1973.

Built on the principles embodied in its predecessor, the new federal Act attempts to reflect changes in the industrial relations climate that have occurred during the past quarter century. The flexibility built into this law ought to enable it to cope with future change.

Code's Preamble

A preamble recognizes the long tradition in Canada of labour legislation and policy designed to promote the common well-being through encouraging free collective bargaining and the constructive settlement of disputes. The preamble states that an essential ingredient of our democracy and of

free collective bargaining is freedom of association and protection of the right to organize. Under the Code, the Minister of Labour is given more flexible and varied mediation procedures for dispute settlement than was available to him under the former legislation. He may choose from a variety of mediation procedures for disputes settlement. This provides procedural flexibility in bringing disputing parties together.

In addition to his existing authority to appoint a conciliation officer or conciliation board, the Minister has the option to appoint a conciliation commissioner with powers equivalent to a conciliation board. When either party to a dispute notifies the Minister that a dispute exists he may proceed to appoint a conciliation officer, a conciliation commissioner or a conciliation board or, as the law provides, he may decide not to make any appointment.

The right to strike or lock out is established seven days after receipt by the Minister of a report by a conciliation commissioner or conciliation board, or seven days after notification to the parties by the Minister of his intention not to appoint a conciliation officer, a conciliation commissioner or establish a conciliation board.

In addition, the Minister is given the authority, in other circumstances, to appoint a mediator at any time and such action does not curtail or delay the right to strike or lock out. The Code further authorizes the Minister to make inquiries and take other action likely to maintain or secure industrial peace, and to promote conditions favourable to the settlement of industrial disputes or differences.

90 % Success Rate

The success of the Code is reflected in the fact that since it has been in operation, almost 90 per cent of those labour disputes coming under its provisions have been settled without work stoppages.

Conciliation and mediation services under Part V of the Code are administered by the Department's Conciliation and Arbitration Branch. Demands on these services have been heavy in recent years, partly because of changes in the general socio-economic climate, and partly because of an increase in collective bargaining activity as a result of more flexible procedures under the Code for a union to obtain certification as a bargaining agent for a group of employees.

During 1974, the Conciliation and Arbitration Branch had a total caseload of 194 disputes; of the 140 disputes dealt with at the

conciliation officer stage, settlements were reached in 98 cases (70 per cent). The recommendations of conciliation commissioners were instrumental in bringing about settlements in 29 disputes; mediators arranged settlements in another eight cases and one dispute was settled at the conciliation board stage. There were 14 legal strikes and 44 disputes were pending at the end of the year. Of the total number of disputes dealt with at all stages, 90 per cent were settled without work stoppage.

Preventive Mediation Service

The Department is not limited, however, to its traditional role of reacting to industrial disputes. An important development was the establishment five years ago of a preventive mediation service comprising a team of industry specialists. The industry specialists consult with management and labour officials in a particular federal industry throughout the life of an agreement in order to clarify problems and develop understanding and co-operation that will make for less contentious bargaining when the agreement comes up for renewal.

Early and sustained mediation has often prevented a hardening of attitudes and helped to avert strikes. In many cases, peaceful settlements have been reached before the expiry dates of the contracts. The industry specialists act also as conciliation officers and as mediators in post-conciliation negotiations. In this capacity, they have an impressive record of settlements.

The Department's dispute settlement team comprises officers who are highly skilled in the art of conciliation and mediation. Resourcefulness, tact and persuasive power are the hallmarks of their profession. In addition, they must exhibit keen perception, a sense of timing and a thorough understanding of the psychology of industrial disputes and of human relations. That they must exercise good judgment and discretion throughout all phases of conciliation and mediation is obvious. Other job requirements include detailed knowledge of labour legislation, administrative expertise and the ability to communicate well.

To deal with various technical aspects of labour-management problems, the Department's conciliation and mediation team receives research support from the Economics and Research Branch.

Regular staff conferences keep the regional officers abreast of the latest industrial relations trends and techniques, and give the officers an opportunity to discuss the issues and problems that they encounter in the course of their work and to benefit

from the knowledge and experience of their colleagues.



Promoting Constructive Labour-Management Relationships

by Gail Mathias,
Union-Management Services

The Union-Management Services Branch as it exists today bears little resemblance to the division established in 1947 within the former Industrial Relations Branch of the Canada Department of Labour. As 1975 is the 75th anniversary of the Department, so is it an anniversary of the philosophic basis of joint consultation.

It was about the turn of the century that the federal Government was beginning to endorse the concept of joint consultation as a process that could help to resolve the problems of the workplace. But many years were to pass before recognition of the value of joint consultation was to evolve into a concept actively promoted by a branch within the Department of Labour.

During the Second World War, the Labour-Management Co-operation Service, as it was then known, was promoting the value of labour-management production committees, whose *raison d'être* was viewed as a contribution to the war effort. After the war, the number of consultation committees continued to grow, but their objectives and functions gradually changed.

A general consensus emerged that

consultation committees were good in themselves and that the existence of a committee was a step in the direction of labour-management "co-operation" and "harmony." Quite naturally, these committees tended to concentrate upon resolving relatively innocuous issues, commonly termed "housekeeping" items; for example, the colour of the new cafeteria and where to hold the annual company picnic. (This is not to dismiss completely the value of such discussions, since any unresolved labour-management issue can show up at the bargaining table, in the form of antisocial work behaviour or arbitrary management actions.) In general, however, consultation committees during this period generally steered away from discussion and solving of any controversial problem that might threaten their "harmonious" relationship.

Upgraded to Branch Status

In 1966, the Labour-Management Co-operation Service was upgraded from a division within the Department to the status of a Branch. This acknowledgement seemed to reflect the Department's conviction that consultation had legitimate and valuable implications for a union-management bargaining relationship.

Since then, a transition has occurred among those industrial relations practitioners involved in consultative programs. As in the collective bargaining arena, where the scope of issues being bargained has increasingly broadened, so also at the consultation level. The Branch today advocates that the parties should not restrict themselves concerning what they discuss at the consultation level. This suggestion is an implication that the parties should start doing some "leg-work" on the increasingly complex issues that are reaching the bargaining table; for example, cost-of-living clauses, pension plans, and technological change provisions.

It is during the "closed" period of the collective agreement that the Branch's 18 field officers provide most of their assistance to the parties. Their services focus upon three main types of activities: assisting in the establishment of a committee so that its structure and "modus operandi" will best meet the particular needs of the parties; providing advice and information on issues that the parties discuss in consultation; and finally, constantly seeking ways to upgrade the performance of a committee once it is functioning.

Investigation and Fact-Finding

Before actually becoming involved in the establishment of a committee, the field

officers are expected to carry out investigation and fact-finding with the union and management. First, the field officer meets with union and management separately to ascertain their attitudes toward the process of joint consultation and toward the other party, to discuss what each side hopes to accomplish through a consultative program, and to determine what each side perceives as the main problems in the organization. Through this process, the field officer attempts to determine whether labour and management are committed to resolving problems through consultation, and whether sufficient trust and respect toward the other party exists, so that problem-solving and discussion through consultation is possible. In addition, the field officer, at this preliminary stage, can assess whether both sides have basically similar perceptions of what the main problems in the organization are. The purpose of the separate meetings is to elicit an honest response from each party (in the absence of the other) to the question of their feelings toward the other side. The field officer at this stage will also briefly outline to the parties what consultation in general can accomplish, the purpose and activities of the Union-Management Services Branch, and the kinds of specific assistance the field officer can provide.

Joint Meeting

Shortly after these separate meetings, the field officer arranges a joint meeting with both sides. At this meeting, he will again be assessing the parties' attitudes toward each other, reviewing with them the results of his separate meetings with the parties, and possibly beginning a discussion of the mechanics of setting up a consultative procedure in their organization. Again, at this stage, the field officer tries to make an accurate assessment of the parties' sincerity and commitment to consultation, and to see how each side acts in the other's presence. If all indicators are positive, the field officer will assist the parties in launching their consultation program. If not, he will tell the parties why consultation likely will not succeed in their organization, and recommend against the establishment of what could become a "window-dressing" committee.

If a committee is to be established, the field officer assists the parties to draw up a constitution, terms of reference, and objectives for the committee. In addition, he assists them to determine the number and level of committees and participants necessary to best serve the needs of the particular organization. The field officer may

also help to determine the agenda for the first meeting of the committee and even act as the chairman for the first official meeting.

Once the committee is meeting on a regular basis, the field officer can begin to evaluate the performance of the committee, isolate problem areas and suggest where improvement can take place. This evaluation then becomes an on-going process for the field officer, who may be attending meetings of the committee or analysing the minutes he receives from the meetings.

Assistance in Two Ways

The field officer is prepared to offer assistance to the parties in two basic ways. First, there may be problems relating to the operational aspects of the committee, for example, poor chairing of the meetings, lack of minutes and communication of committee results to other employees and management; or a lack of constructive problem-solving. Special training seminars in such areas as improving communication skills, decision-making or problem-solving may then be recommended and even conducted by the field officer.

A second major area in which the field officer can offer assistance is by providing information on the subjects under discussion at the committee's meetings. For example, the parties may be discussing the possible implementation of a job enrichment or flexible working hours system. The field officer will then attempt to provide them with any relevant information on the subject, not acting as an expert on any particular topic, but more as an information broker. The rationale for this position is that a field officer should provide objective information so that the parties may study alternatives and reach their own conclusions on whether a particular experiment will meet their needs. The field officer is not acting as a promoter of concepts that may be untested or even inappropriate to the parties' particular situation.

Finally, the Union-Management Services Branch sponsors conferences for the industrial relations practitioners of the country. These conferences bring together labour, management, government and other interested persons in a neutral arena, where topical industrial relations issues can be debated. Exposure to other persons' viewpoints on such issues as the right to strike or voluntary arbitration in a non-threatening forum can do much to increase understanding without provoking confrontation.

Future Directions

Two new developments will have important

implications for the future objectives and activities of the UMSB. First, the establishment of the Canada Labour Relations Council, bringing together top union, management and government spokesmen, reflects an increasing emphasis on the preventive approach to industrial strife. This approach has been, and continues to be, the philosophic basis of the Union-Management Services Branch.

Second, the reorganization of the Canada Department of Labour that is now taking place is based upon a recognized need for improving the quality of working life for all Canadians. In recognition of the fact that approximately two-thirds of the Canadian work force is unorganized, programs will have to be developed to meet the special needs of this sector. The Union-Management Services Branch will have to explore all mechanisms for improving the communication channels between labour and management, and alternatives for increasing employee participation in decision-making processes. These explorations will lead far beyond the traditional consultation committee structure. In the not-too-distant future, we can expect to see more experiments with such alternatives as semi-autonomous work groups and worker councils, for example. This is not to say that Canadians will import these concepts as they presently exist in other countries.

They may be partially adopted or modified, but above all, the Canada Department of Labour will play a major role in developing the procedures by which industrial democracy becomes more of a reality for all working Canadians.





Canada Labour Relations Council

Establishment of the Canada Labour Relations Council, a tripartite group, with representatives of organized labour, industry and the Canada Department of Labour, was announced July 23, 1975. The Council, whose work will be in the federal jurisdiction, was set up to consider ways and means to promote industrial peace by exploring methods and developing procedures by which labour and management may better reconcile their differences through constructive collective bargaining.

In making the announcement, Labour Minister John Munro said that working through the Council he hoped to establish a continuing dialogue between labour, management, those who invest and those who govern. Canada, he said, was perhaps alone among major industrial nations without a national forum for the discussion on a tripartite basis of labour relations problems. He observed that since 1960 consultation and co-operation between the principal actors on the economic stage had increased tremendously in Europe, in the United States and elsewhere. There was some evidence, he said, that the existence in the United States of such intermediate bodies had helped in some respects to establish a climate required for economic recovery in that country.

The Minister made it clear that he was not seeking formal involvement of the provinces in the direct deliberations of the Council, but that he hoped that the Council would reinforce the high degree of co-operation that already exists between the federal Government and the provinces, as evidenced by meetings of the Canadian Association of Administrators of Labour Legislation and preparatory meetings of the International Labour Organization.

Invitation to serve on the Council was extended to the following:

Management representatives — Murrey Dubinsky, Q.C., Vice-President, Corporate Affairs and Secretary, Trimac Ltd.; G.H. Durocher, Director, Manpower Resources and Labour Relations, Canadian Construction Association; R.J. Gallivan, Manager, Personnel Services Group, Canadian Industries Limited; Hon. W.M. Hamilton, P.C., President and Chief Executive Officer, Employers' Council of British Columbia; R.E. Heneault, Vice-President, Personnel, The Steel Company of Canada Ltd.; Charles Perrault, President, *Conseil du Patronat du Québec*; R.P. Riffin, Vice-President, Corporate Relations, Noranda Mines Limited; W.H. Wightman, Director, Industrial Relations, Canadian Manufacturers' Association and Secretary of the Canadian Employers' Committee of the ILO; and J.C. Anderson, Vice-President, C.P. Rail.

Labour representatives — C.A. Edwards, National President, Public Service Alliance of Canada; William Mahoney, National Director in Canada, United Steel Workers of America; W.C.Y. McGregor, International Vice-President, Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees; Donald Montgomery, Secretary-Treasurer, Canadian Labour Congress; Joseph Morris, President, Canadian Labour Congress; J.J. Munro, Director, Western Canadian Regional Council No. 1, International Woodworkers of America; Ken Rose, Vice-President in Canada, International Brotherhood of Electrical Workers; Mike Rygus, General Vice-President, International Association of Machinists and Aerospace Workers; and Marcel Pepin, *Président général, Confédération des syndicats nationaux (CNTU)*.

Government representatives — Chairman: The Honourable John Munro, Minister, Department of Labour. Members: T.M. Eberlee, Deputy Minister, Department of Labour; W.P. Kelly, Assistant Deputy Minister, Industrial Relations, Department of Labour; and Robert Armstrong, Special Assistant to the Deputy Minister, Department of Labour; Secretary: J.M. Carter, Policy Development Officer, Department of Labour.

Canada and the ILO

The Past Quarter Century

by John Mainwaring,
Director, International Labour Affairs

Unlike the article in the 50th Anniversary Number of *The Labour Gazette* describing the history of Canada's relationship with the International Labour Organization, for which a good deal of research was necessary, this 75th anniversary article is based on reminiscence, rather than research. Reminiscence, and also, perhaps, some speculation about the future.

Any Canadian who has had much to do with the work of the ILO is aware of one sad paradox. Although the ILO is concerned with the largest segment of the Canadian population, the men and women who work, most of these Canadians know little or nothing about what the ILO seeks to do on their behalf. And yet the basic facts about it are simple enough. The International Labour Organization is one of the specialized agencies of the United Nations family. Its object is to improve conditions of labour. For this purpose it maintains a secretariat in Geneva (known as the International Labour Office) and regional or field offices in a number of member countries. The Office carries out research, promotes the exchange of information, issues publications, and arranges for a variety of meetings, the most important of which is the annual International Labour Conference, which brings together each year about 1,500

delegates from 125 member countries. The work of the Office is supervised by an executive board known as the Governing Body.

The truly distinctive feature of the ILO among international organizations is its tripartite structure. Delegates to ILO meetings come from the ranks of labour and employer organizations as well as governments, and exercise full voting rights.

Canada-ILO Relations Transformed

If the past quarter century has transformed Canada, it has transformed the ILO as well, and has certainly transformed relations between Canada and the ILO. One can see this in terms of people, Canadians who have worked for or with the ILO. One can see it also in terms of the policies Canadians have stood for, aimed at strengthening the ILO and fulfilling its objectives, just as Canadians have tried to strengthen the United Nations system generally. One can see it in terms of Canada's internal constitutional development and the emergence of the provincial departments of labour as partners with the federal department in bringing to Canada the benefits of ILO standards and ideas.

The major change for the ILO over the past quarter century has been the change from a relatively small institution, located in Geneva and devoted to the setting of international labour standards, to a much larger organization, truly world-wide in scope, and with operational activities throughout the developing countries. The major change in Canada's relations with the ILO has been one of degree: a higher level of interest and much more active participation, not only by the federal Government, but also by the provinces, not to mention the labour and employer organizations.

In 1950 no one doubted that the principal task of the ILO — its reason for existence — was to develop international standards setting forth desirable conditions of labour. To the extent that member countries applied those standards within their own borders through legislation, the objective of the ILO was fulfilled. My article, therefore, considered Canada's record in seeking to comply with ILO standards in Canada, and to ratify the international labour Conventions adopted by the annual International Labour Conference.

Mixed Success

The record was one of mixed success. Canada's attempt to ratify ILO Conventions was frustrated by its federal constitution. We had ratified a number of Conventions dealing

with subject matter purely within federal jurisdiction; these dealt mostly with the conditions of maritime workers. The federal Government had also ratified three Conventions dealing with industrial workers generally. Federal legislation aimed at complying with these three Conventions, however, had been ruled *ultra vires* by the Judicial Committee of the Privy Council. Thus, Canada could not comply with the international standards on hours of work, weekly rest and minimum wage fixing machinery unless all the provinces as well as the federal Government passed the required legislation. In the absence of such legislation, Canada was in default of the international obligation it had assumed by the ratification of the three Conventions.

The Privy Council suggested in its judgment that it was not beyond the capacity of Canada as a nation, in the totality of its powers, provincial as well as federal, to develop a more satisfactory way of dealing with ILO standards. But in 1950 the prevailing opinion in federal government circles was that the difficulties of seeking provincial conformity with international standards were too great and that any efforts to obtain such conformity would be unavailing.

Provincial Interest

By the 1960's, the situation was changing. On the one hand the various provincial departments of labour were strengthening their interest in international matters. The federal Government had begun to add provincial representatives to the Canadian delegation to the annual Conference in Geneva, so the provinces were better informed. It was decided to seek to ratify one of the important human rights instruments, Convention No. 111, aimed at eliminating discrimination in employment. Letters were sent from the Canadian Prime Minister to the Premiers of the provinces inviting them to agree, and in particular to state that the legislation and policies necessary to conform with the Convention's requirements would be pursued in their various jurisdictions.

Credit must be given to the vision and determination of a persuasive Deputy Minister of Labour, George Haythorne, for his efforts to secure the agreement of the provinces. This was no easy task. Although the official line of communication was between the Canadian Prime Minister and the Premiers, George Haythorne persistently telephoned, urged and persuaded anyone at any level in federal or provincial circles who might get things moving. It took about a year for all provinces to signify their agreement, but

eventually, on November 26, 1964, Canada deposited with the Director-General of the ILO its ratification of ILO Convention No. 111.

Canada has since ratified four more Conventions on the basis of federal-provincial consultation. Canada has also achieved virtual compliance with fifteen or twenty more, ratification of which is delayed by minor inconsistencies in the legislation of certain jurisdictions or for other reasons.

Important Procedure Developed

Moreover, an important procedure has been developed to ensure continuing action. Federal and provincial Deputy Ministers of Labour now hold annually, a Meeting on ILO Questions, at which progress toward conformity with ILO standards is regularly reviewed. These federal-provincial meetings have another significant purpose. They review the position the Canadian government delegation is to take at the forthcoming session of the annual ILO Conference. The delegation contains provincial as well as federal members, and its briefing is based on a consensus of the views of both levels of government. Participation of the provinces in ILO work on such a basis was scarcely to be imagined in 1950. It represents an important forward step in Canada's constitutional development.

In this way, Canada has been improving its ability to participate in one important aspect of ILO work, the international standard-setting activity. But although in 1950 international standard-setting was unquestionably the best known and most important of ILO activities, the situation was soon to change.

In the early 1950's the United Nations and its specialized agencies began to devote significant resources to programs of direct assistance to the developing countries. The ILO became deeply involved in these activities. While maintaining its relatively inexpensive programs of research, information, publications and meetings at Geneva, it began to devote a major part of its budget to technical co-operation activities. In 1950 the total budget for all ILO activities was just under \$6,000,000. By 1975 the budget had grown to \$43,000,000, and in addition the ILO was to receive approximately the same amount from the United Nations Development Program and direct voluntary contributions from member countries for specific technical assistance activities. The ILO thus expected to spend approximately sixteen times as much in 1975 as it did a quarter of a century earlier.



Stream of Experts Recruited

A continuing stream of experts from Canada, as from other countries, is recruited for ILO projects. The international assistance agencies of a number of the European governments contribute important sums for ILO technical assistance projects on a voluntary co-operative basis. The Canadian aid authorities have made some moves in this direction, but Canada does not as yet have a "presence" in the labour world in developing countries such as is enjoyed by the Scandinavian countries and West Germany.

The ILO's most notable contribution to economic and social development during this quarter century has been to help in the setting-up and strengthening of institutions for technical training and management development throughout the countries of the Third World. There has been less demand from the developing countries for ILO help in labour administration, social security and other subjects close to the original interests of the ILO, but progress has been made in these fields also. The World Employment Program, inaugurated by the ILO some five years ago, holds promise for the future. It has combined research and field projects in support of the objectives of the Convention and Recommendation on Employment Policy adopted by the ILO in 1964.

The most significant change in the ILO over the past quarter century has certainly been the expansion of its operational activities and a corresponding expansion of support activities at headquarters. All this has not been without managerial problems. Political problems were also occasioned when the Soviet Union and Eastern Bloc countries joined the ILO (mid-1950's) and subsequently (during the 1960's) when the newly independent countries of Africa and elsewhere also came into the Organization. The arrival of the Russians called into question the tripartite structure of the ILO, to which the Communist countries have been able to adapt only with difficulty. The Africans, on the other hand, used the ILO as a forum in their struggle against apartheid and colonialism.

Begin to Re-define Objectives

Efforts began to be made in the 1960's to re-define the program objectives of the ILO and also to deal with what the newer members regarded as problems of ILO structure. Successive Canadian government representatives on the ILO Governing Body (including George Haythorne and the present writer) worked at this time for a clear definition of program objectives and functions in the ILO. This had become

particularly necessary, because a split had developed between those who considered that the main task of the ILO was international standard-setting and those who argued that the main task had become the provision of technical assistance. Our position was that these two types of activities constituted "means" rather than "ends". The "end" was to improve labour conditions within member countries. This meant activities in such fields as social security, industrial relations, occupational safety and health, employment creation and human rights. And more than activities; it meant programs with defined objectives and means of measuring progress. In determining objectives, the ILO can very often make use of the standards embodied in international labour Conventions or Recommendations. And it can plan and conduct activities designed to bring member countries closer to the targets — whether these involve research, exchange of information, meetings, publications or technical assistance.

Much remains to be done before this concept is fully embodied in the organization's work. For example, the ILO standard-setting system stands particularly in need of reform if it is to be adapted to best serve the objectives the ILO stands for. At present the ILO has 140 Conventions on its books and the number is rising from year to year. This is simply too many for the purpose. Many of the Conventions are out of date and no longer relevant to today's conditions. Many are unrealistic for those countries the ILO is most interested in benefiting, the developing countries. The Canadian Government has put forward a proposal that the ILO should develop a small list of basic and up-to-date Conventions; also that a way be found to make Conventions more responsive to the needs of developing countries, for example, through providing the possibility of ratification on the basis of a minimum standard only, and making the ratification applicable in the first instance to only certain branches of industry. These proposals are to be further studied by the ILO Governing Body.

Canadians Who Have Been Active

This article would not be complete without reference to Canadians who have been active in ILO work over the past quarter century. Among the trade union representatives, three names stand out. The late Claude Jodoin, as vice-president of the Trades and Labour Congress of Canada and subsequently as president of the Canadian Labour Congress, was a strong member of the Governing Body. His successor on the Governing Body, Kalmen

Kaplansky, made an outstanding contribution in the field of human rights. The third, Joe Morris, became a worker member of the Governing Body in 1966 and subsequently became vice-chairman of the Governing Body and chairman of the Workers Group, positions he still holds. Morris is the only Canadian unionist to have held these posts of power and responsibility.

Among Canadian employers who have actively contributed to ILO work are Harry Taylor, Union Carbide of Canada Limited; Allan Ross, Canadian Construction Association; Allan Campbell, Canadian Westinghouse Company; Tom Robinson, Canadian International Paper Company; and Keith Richan, Philips Electronics Industries, who is at present a deputy member of the ILO Governing Body.

Among government delegates to ILO meetings, it was Paul Goulet, as Director of the newly-established ILO Branch, who organized Canada's active participation in ILO work until his retirement in 1963. Three Canadians in the past quarter century have had the honour of being elected chairman of the Governing Body: Messrs. A.H. Brown and George Haythorne, former Deputy Ministers of Labour, in 1956 and 1964 respectively, and the present writer, in 1972.

Regional Meetings

One of the activities of the ILO is to conduct meetings at the regional level. Meetings of the American region are held every three or four years, and in 1966, Canada acted as host for a formal session of the American regional conference. Most of the countries from Latin America and the Caribbean, as well as the United States, sent tripartite delegations to this meeting. Useful discussions were held on employment policy and social security, and in fact the so-called "Ottawa plan" for employment development adopted by the conference was a forerunner of the World Employment Program undertaken by the ILO a few years later. During the conference, delegates made visits to both Toronto and Montreal, where the governments of Ontario and Québec offered hospitality. In Montreal the delegates paid a formal visit to McGill University in commemoration of the fact that during a very difficult period in ILO history, the Second World War and immediate postwar years, the International Labour Office moved from Geneva and established temporary headquarters at McGill.

The year 1969 marked the 50th anniversary of the founding of the ILO. Member countries participated in various forms of commemorative activity. In Canada,

the most notable event was the convening of a national conference that, using the ILO tripartite concept, dealt with a number of industrial relations issues. Canada has perhaps lagged behind a number of western countries in the establishment of machinery for tripartite examination of economic and social issues, but the success of the national tripartite conference honouring the 50th anniversary of the ILO provided an impetus that is bearing fruit today.

Period of Growth

For the ILO, the past 25 years have been a period of growth. There may have been times when it appeared that the organization was expanding too fast for its own good; on the other hand, the resources the organization disposes of today are hardly over-ambitious in terms of the tremendous human need in the developing countries the ILO is trying to satisfy. Canadians, as supporters of international co-operation generally and the United Nations system, have continued over the period to support the ILO and its objectives.

The greatest threat to the ILO today parallels the threat to other agencies of the United Nations and is posed by elements prepared to ignore the basic aims and purposes of the organization in the pursuit of purely political concerns. Nothing has been more disruptive to the pursuit of ILO objectives in recent years than the attempt to make the ILO a forum for political issues that properly belong in the United Nations and have little or nothing to do with labour. The financial base of the organization could collapse if major contributors to the ILO budget become convinced that the emphasis on narrow political concerns is destroying the organization's capacity to do good.

Perhaps there is nothing very surprising in nations pursuing their own self-interest as they see it. But international co-operation remains the hope for the future of mankind and must form part of the vision of each individual nation. The ILO stands for international co-operation to achieve social objectives, and with its unique tripartite structure the organization calls for the particular support of those concerned with labour and social issues. In the broad historical perspective, it must, of course, be recognized that the 56 years during which the ILO has been operating is a very short time indeed in human history, and that those who today seek to strengthen its effectiveness and promote its objectives are only laying the groundwork for the greater human effort that must come in the future.

No Need for Shame

Successive Canadian delegations have sought to preserve the integrity of the ILO as an organization devoted to the improvement of labour conditions. During the past 25 years, Canada need not be ashamed of the efforts made — by employer, labour and government representatives — to make the work of the ILO more effective, both internationally and at home.

When one looks to the future, it is interesting to consider which of the fields in which the ILO is now working is likely to command priority. There seems no doubt that the promotion of full employment and better income distribution in the developing countries will be for some time to come the most significant means of reducing human poverty in the developing countries. The ILO has a share of this problem and is already devoting its best talents and resources to the task of employment promotion.

For the industrialized countries, the task of setting standards for protective legislation has been largely accomplished, though new issues continue to arise (a recent example being the ILO standard on paid educational leave). One would hope to see an active policy for exchange of information and cross-fertilization of ideas among the industrialized countries. High priority will certainly go to occupational safety and health and in particular the formidable problems posed by substances found to be carcinogenous or otherwise dangerous to health. The whole area of the working environment will also attract increasing attention as countries strengthen their effort to improve the quality of working life. The ILO will continue to be a forum for the exchange of experience on industrial relations problems and it is now studying the social problems caused by the rise of multinational enterprises.

Concerned with Human Rights

In all countries the work of the ILO in promoting human rights will continue to be of transcendent importance. The ILO's concerns are with human rights in the labour field, including freedom of association, the right to bargain collectively, protection against discrimination in employment, and the promotion of equal opportunity. The Governing Body's procedure for handling complaints on violations of labour rights may grow in importance. Many hundreds of cases have been handled in the past quarter century, including four affecting Canada. Of great potential interest are the ILO's activities in promoting forms of organization for the rural workers who constitute so vast a

segment of poverty in the southern hemisphere.

The most significant transformation in the ILO over the past quarter century is in the development of programs of direct aid to the countries in Asia, Latin America and Africa. In 1950, when standard-setting was its principal means of action, the ILO could adopt Conventions and Recommendations, but social progress depended entirely on action by member states to implement and ratify the ILO instruments. Today, in comparison, the mechanisms at the disposal of the ILO are more advanced. The challenge is recognized, and the means for dealing with it are better understood than before. What is needed then is first of all plain survival for the ILO in the face of grave political adversities, and beyond this improvements in the competence with which the organization and all its component parts — the Conference, the Governing Body, the Office — can carry on its work.





FEP Legislation

How Far Have We Come?
How Far Yet to Go?

by Ray Traversy

Director, Fair Employment Practices

Canada has had legislation prohibiting discrimination in employment for some 28 years. How has the cause of human rights been served by such legislation, and what future programs are required?

Part I of the Canada Labour Code (Fair Employment Practices) dates from 1953 in its present form, except for the title, and is representative of the traditional form of such legislation in Canada. The Act is characterized by its defensive orientation, prohibiting specified practices (e.g., refusal to employ) on stated grounds (race, national origin, colour, religion). Enforcement depends upon the filing of complaints by individuals allegedly aggrieved by contraventions of the Act.

Recent years have seen important improvements in fair employment practices laws in the provinces and similar ordinances in the Territories: in most cases, additional prohibited grounds have been added, in some cases there are provisions for administratively initiated complaint investigations, and in several instances there are provisions for special programs to assist into employment members of groups protected by the legislation. The defensive, prohibitive posture of the various fair employment practices acts and ordinances remains a prominent characteristic, however, and Part I of the Canada Labour Code is representative of that basic legislative structure.

This type of legislation has demonstrated very limited potential for giving effect to Canada's declared concern for equal opportunity and treatment in employment or occupation, without discrimination based on factors that include, among others, race, colour and sex.¹

Three Black Apprentices

A 1966 report of employers in a New Brunswick city showed that of 58 firms employing more than 100 employees, 34 had never employed black people. The 58 firms employed 18,960 persons, of whom 88 were black, about half the number that would be suggested on the basis of population. Of 264 firms employing from 10 to 100 employees, 228 had never employed Negroes in any capacity. There were three black apprentices out of a total of 480. Ninety-eight per cent of the black male workers were at the low end of the occupational hierarchy.²

Figures for 1970 in an Ontario community showed that of 2,930 employees in the major companies, 22 were black. This represented 0.75 per cent of the work force, about half of what it should have been to reflect the size of the black population. Of approximately 1,024 full-time employees of the three levels of government, only six were black. Apprentices in 24 trades numbered 280, none of whom was black.³

These and other available statistics depicting similar realities of the employment status of non-whites tend to be on a community rather than national basis. Fortunately, more broadly based figures are available on the differences in occupational earnings between men and women.

With all the recent stress on women's rights, one can expect the greatest gains toward equality in respect of sex-related disparities. Since the Royal Commission on the Status of Women, there has been a proliferation of special agencies and positions to promote the improved status of women in employment and in other respects: there are advisory councils on the status of women at the federal and provincial levels, co-ordinators for the status of women in Ottawa and some provinces, and special government offices to promote equal job and career opportunities for women. Private companies, including the large companies under federal jurisdiction, also have added their contributions to the national equal

¹ Ref. ILO Convention iii ratified by Canada.

² Report prepared by the New Brunswick Association for the Advancement of Coloured People.

³ Report of the Human Rights Committee of the Community.

opportunities for women efforts. The total effort has attracted the participation of individual supervisors and managers, whose performance may be judged partly against a demonstrated commitment to fair play by having promoted or hired women. Supervisors and managers may now be found to confide to the personnel office that they want a woman for the job. How often does a manager or supervisor put in a word to facilitate the promotion or appointment of a non-white person?

Men Still Paid More

In spite of efforts to improve the employment status of women, figures for both 1969 and 1972⁴ regarding average weekly salaries in all industries for the same 10 similarly described office occupations show men paid more than women in each occupation. By October 1972, the rate for women had caught up to or slightly exceeded the 1969 rate for men in only four of these occupations. During the period, the average wage rates for men in these occupations continued to rise at a higher rate than those for women.

Recently published figures for employees in industries under federal jurisdiction⁵ in October 1971 show that 45.9 per cent of women earned less than \$2.50 an hour, compared with 8.2 per cent of men; 89.2 per cent of women and 40.0 per cent of men earned less than \$3.50 an hour.

A comparison of the figures for June 1970⁶ with those of October 1971 shows that the percentage of men earning less than \$4.00 an hour decreased during the period from 71.7 to 58.0 per cent but the comparable percentage of women fell only from 96.5 to 95.0 per cent.

With legislation prohibiting sex discrimination in employment in nine provinces, with the tenth province and eight others having equal pay legislation, and with federal equal pay legislation dating from 1956, these statistics point up the serious limitations of the traditional form of such legislation. Whether or not employees are protected by fair employment practices or equal pay legislation, the *achieved* employment status and pay levels of men continue to leave women farther behind, and non-whites lose ground to women as well as to white men.

What Has Been Achieved

The purpose of this article is to focus on the need for new legislative and program

approaches, and not to write off the present approaches as entirely ineffective; here, then, is what has been achieved.

The case of Heydon, although dating from 1584, provides a useful rule in legislative interpretation, viz.: "What was the mischief and defect for which the common law did not provide," and "What remedy the Parliament hath resolved and appointed to cure the disease of the commonwealth." The rule is helpful in assessing the effectiveness of legislation such as Part I of the Canada Labour Code. A reading of Hansard and of the proceedings of the Standing Committee on Industrial Relations prior to the passage in 1953 of the (then) Fair Employment Practices Act indicates clearly that the "defect for which the common law did not provide" related to the most overt forms of discrimination. The debates and discussions contained references to "lynching" and to restrictions such as "Gentiles preferred" or "Protestants only". It is not surprising that the legislators in deciding upon a "remedy . . . appointed to cure the disease" viewed discrimination at a very elemental, blatant level and believed they were striking at the heart of the disease by prescribing as follows: "No employer shall refuse to employ or to continue to employ, or otherwise discriminate against any person in regard to employment or any term or condition of employment because of his race, national origin, colour or religion."

400 Latest Complaints

In April 1974 the Fair Employment Practices Branch reviewed its files on the latest 400 consecutive complaints in respect of which thorough investigations had been conducted pursuant to Part I of the Canada Labour Code. The review, conducted as a background for legislative and program recommendations, revealed that not one of those complaints had a factual basis in overt acts of discrimination in contravention of the Act. The review indicated strongly that the goal of the legislators had been substantially achieved, that the "disease" they had set out to destroy was finally overcome — that is, in the terms in which they had perceived it.

Compliance with the strict terms of the legislation has been facilitated by the characteristics of the jurisdiction. Federal jurisdiction, which includes interprovincial and international operations by sea, air, rail and highway, as well as telephone, telegraph and cable systems, radio and television broadcasting, the chartered banks, and a number of Crown corporations, covers some of the largest employers. These employers

⁴ *Women in the Labour Force*, Labour Canada, 1973.

⁵ *Ibid.*

⁶ *Women in the Labour Force*, Labour Canada, 1970.

tend to nurture public good will and to avoid needlessly incurring any suspicion that would be inconsistent with the image of the good corporate citizen. These companies have almost always been very co-operative with the Fair Employment Practices Branch in connection with the investigation and settlement of discrimination complaints.

It should be noted that the degree of legislative compliance under federal jurisdiction is no measure of that under provincial jurisdiction. The smaller employers under provincial jurisdiction do not have the legal advisors, the sophisticated personnel systems and the ranks of managers and supervisors between the complainant and the proprietor. The complainant and proprietor may well be in daily contact, and if the latter has deeply rooted prejudices the chances are greater that they will be reflected openly in behaviour.

No Overt Contravention

In interpreting the significance of the fact that 400 consecutive inquiries did not reveal an overt contravention of the Act, one must consider the enforcement procedure that begins with the filing of a complaint. It is clear from the Fair Employment Practices Branch's complaint experience that good employees and job applicants tend to roll with the punches as far as discrimination is concerned. Such employees do not lightly file complaints, but some may do so after the employment relationship has deteriorated over time to a point where it is most difficult for even an impartial third party to resolve the differences built up between employer and complainant.

The traditional, negatively oriented form of fair employment practices legislation has, therefore, served a useful purpose in combatting the relatively overt forms of employment discrimination, especially under federal jurisdiction. Further significant accomplishments toward equity, however, have been non-existent. There is every indication that the traditional form of legislation simply does not have the characteristics necessary to stimulate further progress toward a universal enjoyment of human rights in employment. The mere addition of other additional grounds upon which an employer may not discriminate would likely prompt only a repetition of history: a reduction in overt discrimination on such grounds, but no equality for members of the protected groups.

To achieve equal employment status for all will require new fair employment practices legislation and programs. The legislation should be positively oriented, making it a

requirement that employers and unions actively extend equal access to jobs, union membership and career advancement to all job seekers and employees. New legislation should be supported by standards and guidelines governing positive programs employers and unions would have to adopt to ensure equal treatment. The standards and guidelines would prescribe and suggest those features of management and supervisory practice and personnel treatment in respect of access to employment and career advancement.

Access to Opportunities

The complaint experience of the Fair Employment Practices Branch indicates that the large gap remaining to be closed in human rights in employment is the gap in positive access to opportunities. The Branch's experience suggests also that much of the unfair treatment of minorities and women is due not to wilful discrimination, but to the routine application of systems and procedures built up over time. These systems and procedures have had incorporated into them past values and stereotypes held by society. There is no large-scale desire on the part of managers and personnel administrators to perpetuate discriminatory systems; but government has a responsibility to provide leadership in analysing and finding practical alternatives that meet reasonable business requirements in non-discriminatory ways.

There should be a lifting of the present onus on the individual to file a complaint. This tends to leave the better employee who is reluctant to take formal action against the employer without fair access to the assistance of a law that should be working for the employee, an access that should be readily available before irreparable damage has occurred to the employment relationship.

The complaint system of enforcement should be supplemented by an inspection system administered by the appropriate human rights agency. In addition to the inspections, which should be directed toward ascertaining compliance with the standards and guidelines, there should be a consultative service provided by the administering agency to assist employers in making common-sense applications of the standards and guidelines to their particular situations.

Positively Oriented Legislation

Under positively oriented legislation, the burden of proof in a case of alleged discrimination would shift to a more equitable position between employer and complainant. Under present legislation, the onus of proof weighs heavily on the

complainant, because the employer may attempt to justify an apparently discriminatory act by advancing as a reason some flaw in the complainant's job behaviour. It sometimes appears that an employee would have to be without any faults to counter such a defence. In the event of a discrimination complaint under legislation requiring positive efforts by an employer, either party could challenge the performance of the other in relation to more comparable and definable standards.

A final point concerns the purpose of equal opportunity. The assumption seems to be that by ensuring equal opportunity to all, one is doing everything that could be expected. It is often assumed that equal opportunity is the ultimate solution to discrimination. We should understand that equal opportunity and treatment in respect of employment and career pursuit does not, in itself, assure justice and equity.

Equal opportunity is a means, consistent with our sense of fair play, to achieve *equal employment status*, or equal condition. But if all the laws and guidelines that can be devised to ensure equal opportunity fail to change employment patterns, if reasonable proportions of black people, Indians, other minorities and women do not progress to higher employment echelons, society's search for equal status will not be ended.

Equal Opportunity Route

We should strive to attain equal status by the equal opportunity route, wherever possible. Nevertheless, it is already obvious that certain groups require special assistance, not just equal opportunity, to be equitably treated. For that reason some of the fair employment laws provide that the administering agency may approve special programs to assist members of groups protected by the legislation into training and employment.

Much more positive legislative and regulatory provisions and program approaches, however, are essential to bring about equal status in some cases. For example, at the federal level I think the Government should be using its contracts for construction, repair and demolition work and for the supply of goods and services as a direct means of promoting the training, employment and careers of interested Native people and members of other groups.

There are also programs that could be adopted in public or private employment to bring our society closer to equal employment status for minorities and women in ways that would not interfere with the career plans of members of the majority.

Equal opportunity that does not produce equal status should not be acceptable to our society. The Government says that Canada is a multicultural society. I believe that the concept of multiculturalism carries with it an implied commitment to equal status in such a vital area as employment.



The Women's Bureau Is 21

by Sharleen Bannon
Associate Editor, The Labour Gazette

Long before "women's lib" and "feminism" became well-known phrases and controversial issues, the Women's Bureau of the Canada Department of Labour was hard at work championing the cause of women in the work force.

For 21 years, the Bureau has been studying, commenting upon, and influencing many of the forces that directly affect the working women of Canada.

The Bureau was founded in 1954 in response to pressure from influential women's organizations, including the YWCA, National Council of Women, National Federation of Business and Professional Women, and the Canadian Federation of University Women.

From its inception, the Bureau worked closely with other federal departments and in collaboration with provincial agencies, trade unions, professional associations and educational institutions to help women achieve their rightful status in the work force.

The Bureau was founded on the premise that society can make full use of its human resources only when women exercise fully their rights and responsibilities in all areas.

The Bureau's first study, published in 1956, explored the status of married women in the work force. Since then, the Bureau has continued to produce research studies on many aspects of the status and problems of working women. Vocational training, wages,

continuing education, day-care services, career opportunities, and older women in the work force were but a few of the subjects studied in the early years. Until recently, the Bureau has been one of the few permanent bodies in Canada specifically dedicated to researching the problems and conditions of working women.

Tradition of Research

The tradition of research and education as a major function of the Bureau was initiated by Marion Royce, its first director. Two decades ago, she brought to her new job a wealth of international experience gained while she was on the Geneva staff of the World YWCA.

Under Marion Royce, the Bureau in the early 1950's championed the right of women to receive equal pay for equal work and urged its passage into enforceable legislation at a time when the concept was considered very controversial. The Bureau also spent many years urging governments and employers to guarantee maternity leave and benefits, and undertook a national survey on the subject to help mount pressure to encourage its passage into legislation.

For her unstinting service to the public, Marion Royce, who was the Bureau's director for 13 years, received the Service Medal of the Order of Canada "for her services in the field of education and labour, particularly as they pertain to women."

The Bureau's current director, Sylva Gelber, spent her first working years abroad as a social worker, probation officer, and labour inspector. On her return to Canada, she worked for the Department of National Health and Welfare as a social economist and consultant in the field of health insurance before joining the Bureau in 1968.

Sylva Gelber brought to the Bureau a reputation as an innovator and administrator of unyielding determination. Under her direction, it has expanded its research activities and responded to the need for an increased public relations program in the wake of intensified interest in the status of women. Needless to say, the Bureau and its staff have enjoyed a great deal of favourable publicity.

Publications Widely Recognized

The Bureau's annual publication, *Women's Bureau*, has since 1969 been a much-sought-after source book of studies and commentaries on a wide variety of topics relating to women. *Women in the Labour Force—Facts and Figures*, which contains statistics on many aspects of women's participation in the labour force, and *The Law Relating to Working*



Sylva Gelber, O.C.

Women are widely recognized as major contributions to the field of women's studies.

The Bureau also receives requests for speakers and consultants from a variety of bodies interested in furthering the position of women. Most recently, the spotlight on the Bureau has become particularly intense with the United Nations designation of 1975 as International Women's Year.

Miss Gelber has continued to keep the Bureau active on the international as well as the domestic scene. She has represented Canada on a number of United Nations bodies, including the United Nations Commission on the Status of Women, and has been associated in several capacities with the work of the International Labour Organization. She was also a vocal delegate at the recent International Women's Conference in Mexico and acted as chairman of a Working Party set up by the Organization for Economic Co-operation and Development. She has recently been nominated as an Officer in the Order of Canada.

Interview with the Director

Asked what remains the greatest single obstacle to women's achieving equality in Canadian society, Sylva Gelber replied,

"hundreds of years of tradition—a tradition that has viewed women as having a designated role in a society that has undergone such radical change that the role is no longer appropriate.

"Contemporary society has undergone a social and cultural upheaval. The changes brought about by technology and medical science have affected both men and women, but the effect on women has been to alter completely her traditional role in the home and in society.

"Canadian women no longer need to bear children when they are unwanted nor at times when they are unplanned. Family size can almost be said to reflect zero population growth—two children per family. The overwhelming burden of the large family has been removed, and the endless chores associated with it have disappeared. Thanks to technological change, the maintenance of the home has also ceased to be a burden, as it is automated.

"Even assuming that the woman alone maintains the role of homemaker, she no longer needs to restrict herself to domestic matters as her full-time occupation. These two factors—technology and medical science—for the first time in the history of humanity have given women the opportunity to chose alternative roles for themselves."

She readily admits, however, that "you cannot change, in a very short time, traditions built up over hundreds of years." Nevertheless, she believes that the greatest change in the status of women has occurred during the past six years, although she says, "it is not a change that can be noted statistically. Although many women now have entered the labour force, there are hardly more women in responsible positions than there were six or seven years ago.

"This sounds like a depressing fact, but the situation isn't as bad as it seems. We're on the road to change. There has developed an authentic sensitivity in this country to the problems of women—more than in most other countries, including the United States."

She believes a positive social attitude toward women is a vital prerequisite to ensure that women achieve their rightful place in society.

"Until you have a public that is sensitive and aware, you won't see a significant change. Although we haven't won any great change in the position of working women, we are achieving a great change in the environment in which women work—a significant step forward.

"Women must prepare themselves for equality. They must go into such fields as business administration and engineering.

Only women themselves can make the effort in this regard, although it may take many, many years for them to attain equality in every stratum of society. Women must continue to move forward, to maintain pressure, obtain the requisite education, and change will come."

The striving to gain acceptance for women as equals—in Canadian society in general, and in the workplace in particular—has been the major preoccupation of Miss Gelber as Director of the Women's Bureau. She said that at the time she took over the Bureau in 1968 there had grown a need for a "dynamic program" in the wake of the Report of the Royal Commission on the Status of Women.

"Largely due to this development, the Bureau benefited from a larger budget than was given to my predecessors. This allowed me to do things in a broader way and gave me the opportunity to use initiative."

Her dynamism and initiative have been rewarded. Miss Gelber says her greatest satisfaction in working with the Bureau has been the public recognition it has received. She is quick to attribute much of the public acceptance to the favourable publicity provided by media coverage in newspapers and magazines and on radio and television.

In addition, she says, "People in industry and the academic world who were not very interested in the problems of women a few years ago are listening to the things we are saying. They don't always agree with us, but they allow us to put forward our case."

She is similarly gratified by the international recognition the Bureau and its publications have received. "In the past seven years, we have published a number of documents of high professional calibre and these publications are known internationally."

On the subject of what lies ahead, Miss Gelber says she believes that the Bureau or a parallel structure should be maintained in some form only until the situation of women in Canadian society is, as she puts it, "normalized".

"As long as the situation is not normal, we need some structure to ensure and to fight for the rights of Canadian women. When women work as people instead of as women, the Bureau will no longer be needed to protect their rights."

"As I told the Deputy Minister when I began, 'I will judge my success in the Women's Bureau by the speed with which it will be possible for it to become obsolete.'"



From 'Why Not?' To 'When?'

By Shirley Plowman,
Public Relations Branch

It was February 17. The radio announcer's voice said: "The Labour Women's Social and Economic conference meeting held today in Winnipeg has passed resolutions condemning the immigration policy of Canada, urging the adoption of a scheme of adequate old age pensions, and *instructing the executive to appoint a committee to give particular attention to the enforcement of laws governing working conditions of women and girls.*"

The snow that fell outside the radio station fell on streets full of rosy-cheeked girls with bobbed hair and bright lipstick, men in tweed caps and gaiters, and smart looking matrons with cloches of crushed velvet. The snow was falling on the Canada of February 1925.

Although it seems that the more things change, the more they are the same, as the cigarette ad trumpets: "You've come a long way, Baby." In the last decade, you have managed to move along faster than in all the decades before. You have entered predominantly male fields, and as Houston would say: "You're looking pretty good." You have taken off and there's no turning back now. Your ranks include surgeons, psychiatrists, lawyers and sky divers, carpenters, plumbers, engineers and architects, but you still have a little way to go.

There are some 562 million women workers in the world, out of a total population of 1,637 million workers. Traditions, prejudices, as well as their own self-images

and attitudes, have blocked and hampered many on their climb to equality.

It has been eight years since the Government of Canada established the Royal Commission on the Status of Women. Since that time, the plight of women in general has been an increasing concern of government, labour, management, opinion makers and heads of state.

ILO Convention

When the International Labour Organization drew up its Equal Remuneration Convention (No. 100) in 1951 urging equal pay for work of equal value, few of the world's people were ready for it, and it was relatively easy to rationalize that some workers were more equal than others. This Convention has subsequently been ratified by 82 countries, including Canada, and there have been marked changes in the work climate over the past 24 years.

In Canada, these changes have seen qualified women nominated to the Senate, appointed as judges and other senior officials, and offered positions on boards and commissions previously inaccessible to them. Since October 1972, some 73 women have been appointed or reappointed to various positions of power on boards and agencies. There have been two women judges of the Superior Court, four Citizenship Court judges, four full-time Commissioners of the Immigration Appeal Board, a Chairman of the Food Prices Review Board, and a Deputy Minister of Consumer Affairs.

When Labour Minister John Munro (who at the time was the Minister responsible for the Status of Women) on December 17, 1974 tabled his progress report on the Status of Women, it was evident that the winds of change were pushing a few more pink balloons into an otherwise blue-ballooned sky.

Co-ordinator, Status of Women

At that time, the Minister told the House that a network of positions had been set up to advise the Government on matters of justice for women in general. The nucleus of the network was the Office of the Co-ordinator, Status of Women, located in the Privy Council Office, Social Policy Secretariat. The Co-ordinator advises the Minister on the progress made, and monitors all government activities to ensure they are in accordance with the Government's stated policy of equal treatment for women.

The Government made plans also with the provinces to review all federal and provincial social security schemes, with an eye to more equitable treatment of men and women.



In its *Canadian Fact Book on Poverty*, the Canadian Council on Social Development stated that a male family head had 9.3 chances out of 100 of being poor; a female head had 40.1 chances.

To assist working mothers, a National Day Care Information Centre was established within the Canada Assistance Plan Directorate, and support for day care services provided by the Canada Assistance Plan. Funds were allocated also to national women's organizations to assist them with their various programs.

A major step forward on the road to equality within the Public Service came in 1971 when the Public Service Commission established an Office of Equal Opportunity for Women.

Programs and policies within the Government are now geared to improvement of working conditions, and certain individuals in personnel divisions throughout the various departments are responsible for overseeing equal opportunity for women workers.

Cabinet Directive

A Cabinet directive to deputy heads of government departments in April 1972 urged that qualified women be assigned to positions in the higher echelons. The Office of Equal Opportunities for Women then created an interdepartmental committee jointly chaired by senior officials from the Public Service Commission and the Treasury Board to be

responsible for co-ordinating action and measuring progress.

Guidelines developed by the equal opportunities office were sent to all departments to help them set up programs, and now more than 35 departments and agencies are represented on equal opportunity co-ordinating committees. The Privy Council has six permanent employees attached to the office of the Co-ordinator for the Status of Women.

At Labour Canada, recently, the Minister appointed an Equal Opportunities Co-ordinator, and urged women in the Department to seek out her services.

The Government asked the Public Service Commission late in 1972 to investigate complaints of alleged discrimination because of sex, race, national origin, colour or religion, and the Commission has set up an Anti-Discrimination Branch for its investigation.

Even within the public service, which is more attuned to the voice of women than industry or the country at large, only one out of 10,000 women workers has a hope of reaching the top echelons in comparison with 50 out of 10,000 men.

"Get in and Fight"

"But," says Rudy Winston, a lecturer from the Harvard School of Business, to women delegates at a McGill University industrial relations conference, "all the moaning and groaning in the world won't get you what you want. If you want equal opportunity for working women, you have to get in there and fight for it. This is a power struggle, and those that have it ain't going to give it up without a fight."

"And you won't get it until the level of tension on your male employer is unbearable. From what I've seen of Canadian women, they have not reached the point where they are exerting enough pressure to bring about equal opportunity for women at work."

With or without women's participation, female public servants are being helped in their struggle for equality by amendments to the Public Service Superannuation Act and related Acts. The Treasury Board in 1974 began a review of all regulations and directives to remove inequities based on sex.

A bill on human rights in Canada was introduced in the House on July 21, 1975 by Justice Minister Otto Lang. It would prohibit within federal jurisdiction discrimination in all matters on the grounds of race, national or ethnic origin, colour, marital status, religion, sex or age. The bill also provides for the establishment of a Canadian Human Rights Commission as a vehicle for investigating and

preventing discriminatory practices in areas under federal jurisdiction.

Promise of Real Progress

Although the process of legislation seems to creep along at a snail's pace, a glance at the 1973 edition of a Labour Canada Women's Bureau publication, *The Law Relating to Working Women*, hints at the promise of real progress.

Since 1972, there have been a number of notable changes in provincial law. British Columbia and Alberta have both enacted new and broader legislation in the field of human rights, and both have established human rights commissions. New Brunswick has amended its human rights legislation. And as of July 1975, every provincial human rights statute, with the exception of Prince Edward Island's, contains provision for the establishment of a human rights commission.

British Columbia, Saskatchewan and Nova Scotia have amended equal pay legislation, and the Yukon Territory has enacted such legislation. Maternity leave legislation has been enacted in Saskatchewan, and under federal jurisdiction, Part II of the Canada Labour Code now includes provisions for maternity leave of up to 17 weeks.

But after every conceivable reform has been made in legislation and new laws introduced to close any loopholes, the onus will still be on women themselves to prove their worth.



The Canadian Worker in a Changing Economy*

By Allan A. Porter
Economics and Research Branch

Against a background of profound social and economic change throughout the first three quarters of this century, the working people of Canada have enjoyed a truly remarkable improvement in the rewards from their labour and in the conditions of their work. Some of the more outstanding changes have been: the change from a rural to an industrial economy, urbanization of the labour force, changes in the birth rate and immigration, growth in the employment of women, the growing need for more training and education, higher real earnings for fewer hours of work, and the provision for income maintenance.

From a rural to an industrial economy
Agriculture will always be an important element of the Canadian economy, but its relative importance has changed dramatically. When the Department of Labour was founded in 1900, approximately 40 per cent of the labour force was engaged in agriculture, compared with only about 6 per cent today.

*The principal sources of information for this article are: M.C. Urquhart and K.A.H. Buckley (editors), *Historical Statistics of Canada*, Macmillan, 1965; Statistics Canada, *Perspective Canada, A Compendium of Social Statistics*, 1974; various reports of Statistics Canada have provided current data.

The chart shows how the composition and size of the labour force have changed, with the primary sector (agriculture, mining, forestry, fishing and trapping) declining from 44 per cent in 1901 to 8 per cent in 1972, the secondary sector (manufacturing and construction), not changing very much, constituting about 28 per cent in both 1901 and 1972, and the tertiary sector (transportation and communication, public utilities, wholesale and retail trade, financial institutions, government, etc.) increasing steadily over the years, from 28 per cent in 1901 to 63 per cent in 1972.

It may come as a surprise that manufacturing employed relatively as many workers 75 years ago as it does today. The reason is that while labour productivity in this industry has increased many times over, output has grown substantially more. Between 1911 and 1920 the value of agricultural output increased about 84 per cent while the value of manufacturing output increased threefold; between 1926 and 1973 the value of manufacturing output increased 23 times compared with a fivefold increase for agriculture.* In short, the enormously greater variety of manufactured goods available to us today are produced by no greater numbers of workers, relative to the total labour force, than in 1900.

The remarkable increase in tertiary sector employment could be analysed at some length, but the increase in service industries and occupations is the only, and probably the most important aspect dealt with here. For example, employment in personal and professional services accounted for 13 per cent of the labour force in 1901 and 17 per cent by 1951. On a broader basis, the proportion of service industry employment rose from 18 to 33 per cent between 1951 and 1971.

What has happened is that one industry — agriculture — has benefited from a very high increase in labour productivity, so that the same or even greater output has been possible with a much smaller labour force. This was also the case with manufacturing, as noted above. On the other hand, the variety of services to individuals and to industry has

*Comparisons over a period of 75 years require using whatever data are available. Some information was on hand for 1911 to 1920 expressed in terms of gross income produced, but the most recent series, on gross domestic product at factor cost, goes back only to 1926. There are, of course, conceptual differences between the two series which would affect the reliability of very precise comparisons but are not a serious problem for purposes of general analysis. Throughout this article it would be desirable to use the same time-periods but this is often not possible because different data series do not always cover the same time-periods.

grown at a seemingly exponential rate. Indications are that productivity has not been increasing very much in this area, hence the need for a steadily expanding labour force.

Urbanization of the labour force

With our wide, open spaces and great variety of regions, there will always be some Canadians living and working in small, often remote communities. But while there are still small towns, often not too far removed from big cities, the trend is inexorably toward the large city, the metropolitan conglomerate of city core, suburbs and satellite communities.

In 1901, only 35 per cent of the population was considered urban, that is, living in communities of at least 1,000 persons; this grew to 62 per cent in 1951 and 76 per cent in 1971. Also in 1901, there were only two cities in Canada having a population of at least 100,000 and they accounted for 9 per cent of our population; by 1971 there were 19 such cities accounting for 27 per cent of the population.

This "throwing together" of steadily increasing numbers of people in ever-growing cities, engaged in an ever-greater variety of occupations in an increasingly complex economy, must surely be one of the fundamental reasons for the kind of industrial unrest in our country today. But it also partly explains the greater sophistication of industrial relations and the better wages and working conditions enjoyed by most working people.

Births and Immigration . . . sources of growth

So far in this twentieth century, the birth rate has never been so low as it has been in the past five years. In 1974 the birth rate was 15.4 (number of live births per thousand of population) and for the years 1970 to 1974, it averaged 16.2. This compares with a rate of about 30 in 1901 and 28.9 in 1947. The recent drop, after the "baby boom" of the postwar years, is shown by these average annual birth rates for five-year periods: 1955-59 — 27.9; 1960-64 — 25.3; 1965-69 — 18.8.

Part of this decline has been due to the increase in the proportion of the population past the child-bearing age; but most of it must be attributed to the decision of people to have no children or fewer than their parents had.

The ageing of the labour force will have a very important effect on our economy, our labour force, the nature of industrial relations and of society generally. This table shows how the age composition of the population has changed:

Population Distribution (in percentages) By Age Group

Ages	1901	1921	1951	1971
Childhood (0-8)	21.3	21.7	20.4	16.7
Youth (9-17)	19.4	18.3	14.4	19.0
Adulthood (18-64)	54.3	55.2	57.4	56.2
Old Age (65 +)	5.0	4.8	7.8	8.1

Source: Statistics Canada, *Perspective Canada*, Table 1.1

The most notable changes have been in the youngest and oldest age groups. Unless the birth rate increases significantly and remains high over several years, the proportion of youths, who constitute new entrants into the labour force, will fall off substantially in coming years. All of this depends on what happens to net migration (the difference between immigration into the country and emigration out of it).

In the early years of this century, immigration was substantial; but so was emigration. In the first decade, immigration totalled about 1,500,000; but, after allowing for emigration, net immigration was probably 250,000 or about 4 per cent of the population average of 6,000,000 for the decade.

Immigration occurs in waves. In the 1920's almost 1,250,000 people entered the country, but in the depression years of the 1930's, little more than 150,000 came in. Since World War II, immigration has been on a large scale, totalling about 1,600,000 in the 1950's and 1,400,000 in the 1960's. Net immigration, however, was 229,000 in the 1920's, or about 2 per cent of the population. This rose in the 1950's to 1,081,000 or almost 7 per cent of the population; and in the 1960's it was 730,000, or about 3 1/2 per cent of the population.

If the current decline in the rate of net immigration continues, along with the very low birth rates, Canada may be heading toward a geriatric society.

The employment of women

In addition to the entry of young people and immigrants into the labour force, women have been a most important source of labour force growth. The female participation rate (the proportion of the female population 14 years and over who are in the labour force) was 16 per cent in 1901. By 1951 the rate was 24 per cent, and in 1974 it was 39.7 per cent. Although earlier data are not available, it is known that married women constituted 48 per cent of the female labour force in 1962 and 57 per cent in 1972. It is probably safe to assume that very few married women (whose

husbands were still living and working) worked in the years before World War II. Part of this increase is apparently because of a relative growth in the number of women working part-time: the proportion of women in the female labour force regularly working fewer than 35 hours a week rose from 19 per cent in 1962 to 25 per cent in 1972.

It is also well known that occupations formerly considered a male reserve are now in many instances being filled by women. Although the number of such cases is not great enough to indicate a trend, it seems clear that such a trend will develop. Lacking this great source of potential and actual skills, the labour market would be unable to meet many of the needs for labour.

More skills call for more education.

The growth in managerial, professional and technical jobs has produced a need for substantially more professionally and technically trained people having a university degree, or at least graduation from secondary school and some post-secondary training at a technical college or similar institution.

The proportion of the male labour force engaged in managerial, professional and technical jobs has grown from 15 per cent in 1951 to 25 per cent in 1971, and for the female labour force it has grown from 14 per cent to 21 per cent. In the latter year, 14 per cent of the total labour force was employed in professional and technical occupations, compared with less than 5 per cent in 1901.

The percentage of the elementary and secondary school-age population attending school increased over the years. In 1911, 53 per cent of the population aged 5 to 19 years was in school, rising to 69 per cent by 1951. Also in 1951, 51 per cent of the male population and 41 per cent of the female population attended school, and these percentages rose to 71 and 66 in 1971.

In recent years there has also been a trend toward a longer period of school attendance. In 1960, 3 per cent of the population age 14 and over had completed at least a first university degree, compared with 5 per cent in 1969. The proportion with some university education (but not completed) rose from 4 to 7 per cent, while those who completed secondary school increased from 14 to 19 per cent. Furthermore, the proportion of the population age 21 and over with a bachelor's degree increased from 8 per cent in 1961 to about 20 per cent in 1972; with a master's degree, from 1 to almost 3 per cent.

People are obtaining more formal education as well as other kinds of training. Although this is essential to meet the demand for educated and trained people, it also means

that with more years spent in school, entry into the labour force is delayed, cutting down on the immediately available supply of well-trained people.

Higher real earnings for fewer hours of work

By any measure, there has been a truly remarkable improvement in what workers obtain today for their labour compared with what they received 75 years ago. And although this improvement has been slowed down or even reversed from time to time, because of price inflation and/or unemployment, the improvement has been a steady one. It has been not only in real earnings (wages and salaries) but also in non-wage benefits of employment (fringe benefits), supplemented by benefits provided through state-financed programs. These improvements in the rewards from labour have been accompanied by a steady reduction in the required amount of labour time.

In 1972, wage rates, as measured by the Canada Department of Labour index of rates for a selection of representative jobs, were about 13 1/2 times their 1913 level. By 1972, consumer prices are estimated to have been about 3.6 times their 1913 level. Therefore, real wage rates were some 3 3/4 times higher in 1972 than they were 60 years earlier. Another, perhaps better measure of this change (because the wage rate index does not reflect actual earnings but only changes in hourly rates) is the increase in average annual earnings for production workers in manufacturing. In 1974 these earnings were 21 times what they were in 1910. Over approximately the same period, consumer prices increased more than four times, so that real annual earnings in 1974 were almost five times what they were almost 65 years earlier.

Any attempt to measure changes in real earnings (that is, what money earnings can actually purchase in goods and services), is fraught with difficulties, especially when such a long time-period is covered. Not only is little statistical information available for the early decades of this century, but what there is was produced by much less sophisticated methods than current measures are. Furthermore, changes in living standards have been so profound and subtle that any statistical measure, no matter how refined, will prove somewhat inadequate. Nevertheless, the above analysis suggests that working people today are receiving something like four to five times as much for their labour, in terms of the things the economy provides, as they did at the turn of the century.

More recently, in the past quarter of this century, from 1950 to 1974, average weekly

wages and salaries for employees of almost all industries except agriculture, fishing, trapping, public administration and national defence increased from \$45 to \$178, a rise of almost 300 per cent. Over the same period, consumer prices rose by 110 per cent. These measures indicate that real weekly earnings of most Canadian workers (wage earners and salaried employees) rose by almost 90 per cent. Average hourly earnings of production workers in manufacturing doubled in real terms over the same years.

In addition to the direct wage and salary payments they receive, workers are compensated as well in the form of various supplements or fringe benefits. These must also be taken into account when considering the standard of living made possible by the reward for one's labour. Furthermore, many benefits are now provided by government programs, financed out of tax revenues, often supplemented by employer and employee contributions.

The increasing productiveness of our economy and of the labour force has made possible the steady improvement in real earnings. One important kind of benefit flowing from the enhanced productivity of the economy, however, is not in the form of more goods and services but in more time away from work. To put it simply, if labour productivity increases 50 per cent, workers can be rewarded with wages increased sufficiently to afford them 50 per cent more goods and services. An alternative would be to allow production to increase only 25 per cent, permitting workers to put in fewer hours, and reducing working time to the extent made possible by the remaining 25 per cent improvement in productivity. Something like this has in fact happened.

Only fragmentary information is available on hours worked at the beginning of this century, but there is sufficient data to confirm what we believe to be true; that is, hours were long and, it may be surmised, arduous. In 1905 building construction labourers had a standard work week of 60 hours in Winnipeg and Montreal, 54 hours in Halifax, but only 44 hours in Toronto and Vancouver. Carpenters, electricians and plumbers worked somewhat fewer hours than the labourers in some, but not all cases, but they all had a 44-hour week in Toronto and Vancouver. No other data are available for the early 1900's but information has been published on hours worked in some occupations in Ontario in 1889. They ranged from as many as 66 a week for butchers to a "low" of 56-57 for printers and carpenters.

It was reported in the first issue of *The*

Labour Gazette in 1900 that the Journeymen Horseshoers' International Union, after a strike, settled for a 55-hour week.

The Dominion Bureau of Statistics, now Statistics Canada, reported an average of almost 49 hours a week in manufacturing in 1932. Immediately after World War II, the 44-hour week seemed to be the general practice, which often meant a 5 1/2-day week, with employees working Saturday morning. The trend toward the 40-hour, 5-day week soon set in, however, and by the end of the 1950's became the general practice.

Paid vacations

The reduction in working time was not limited to the length of the work week. Before the last war, paid vacations were a privilege granted only to a favoured few and time off for holidays like Christmas or Labour Day probably meant the loss of a day's pay. Where they were granted without loss of pay, it was usually to the office workers. Indeed, one of the most significant developments in industrial relations in the past 25 years has been the steady removal of differences in the treatment of and benefits provided to blue-collar and white-collar workers.

A 1974 study of trends in working time* estimated that non-office manufacturing employees average 2.22 weeks of paid vacation in 1947, but by 1972 this was up to 3.25 weeks, principally as a result of workers' earning more vacation time after fewer years of employment with the company. Similarly, paid holidays averaged 4.18 in 1947 and 9.11 in 1972. Altogether, the net working week for non-office workers in manufacturing declined from about 43 hours in 1947 to 36 1/2 hours in 1972; this allows for reduced standard weekly hours and the equivalent in hours per week of increased holiday and vacation time. If more time away from work at no loss in pay is thought of as a form of increased real income, this trend constitutes an improvement of more than 15 per cent between 1947 and 1972 and should be added to the increased real income made possible as a result of higher money earnings.

Security against contingencies

Today most workers receive some protection against loss of income for various reasons, and provision for income after retirement or for dependants if the worker dies. Much of this is now provided by government plans. One plan, workmen's compensation, goes back to World War I. This provides medical and hospital care to workers injured on the job and provision of income during their absence from work; it also provides a pension for dependants if the worker is killed.

In many cases, workers have obtained protection under plans provided by their employers, often as a result of collective bargaining, and such plans have later been superseded or supplemented by a government program covering most people. Although pre-war legislation did provide for a limited old age pension, subject to a means test, many companies provided pension plans to their employees with retirement income usually based on a formula related to earnings and years of service. Such plans became increasingly widespread after World War II, and a frequent subject of collective bargaining was the liberalization of the provisions of such plans. The Old Age Security Act of 1951 and the Canada and Québec Pension Plans, provided for by legislation in 1965, replaced some private plans, but more often the plan provided by the employer was integrated with the universal plan or supplemented it.

Similarly, hospital and medical insurance plans were often provided by firms for their employees until hospital and medical care plans, administered by government, were extended to almost everyone. Although this meant many private plans were replaced by the state plan, in many cases the employer now provides a supplementary plan, such as major medical insurance covering expenses and services not covered by the general plan, or a continuation of coverage in the case of prolonged disabilities not provided for under the general plan.

Provision for income maintenance

The Unemployment Insurance Act came into force in 1940, but employers now often provide, as a result of collective bargaining, a plan, often called supplementary unemployment benefits (SUB), supplementing the government scheme. Employees who are laid off receive benefits in addition to those provided by Unemployment Insurance, bringing their income during unemployment closer to what they receive when working.

Many other arrangements could be mentioned, such as group life insurance, and leave with pay arrangements or sickness indemnity plans that provide continued income during absence because of illness or injury.

The purpose of all these plans, be they administered by the employer or the state, is to provide the worker with income when he is not working, or provide services, usually medical or hospital, that would otherwise be very expensive for the individual to pay. Before World War II, few workers enjoyed any of these kinds of protection: a very small pension if any, no hospital care or medical

plan, no income provided during unemployment, and no sick pay.

What next?

In view of what has gone before, what can be expected to follow?

One trend already alluded to is the almost inevitable ageing of the labour force. This certainly means that more attention will be given to retirement plans. On the other hand, it might mean also that with fewer people entering the labour force, because of the low birth rate, employers may want to keep their employees longer and may oppose any move to lower further the retirement age.

Another certain trend is a continued increase in the employment of women and in the number entering professional, technical and managerial jobs now almost exclusively occupied by males. As more women with small children express their desire to work rather than stay at home, increased pressure will be directed at employers and governments to provide day-care facilities. One aspect of this that is sure to cause friction is whether and to what extent such women should pay the cost of the day-care services.

To be more speculative, there is the possibility that workers will be given some choices as to the kind of paid time off from work they prefer. They may be given the chance to take an extended leave at a particular time instead of more vacation time per year. Entitlement to time off with pay, usually earned in relation to years of service with a particular employer, may become transferable from one employer to another in the manner of portable pension credits.

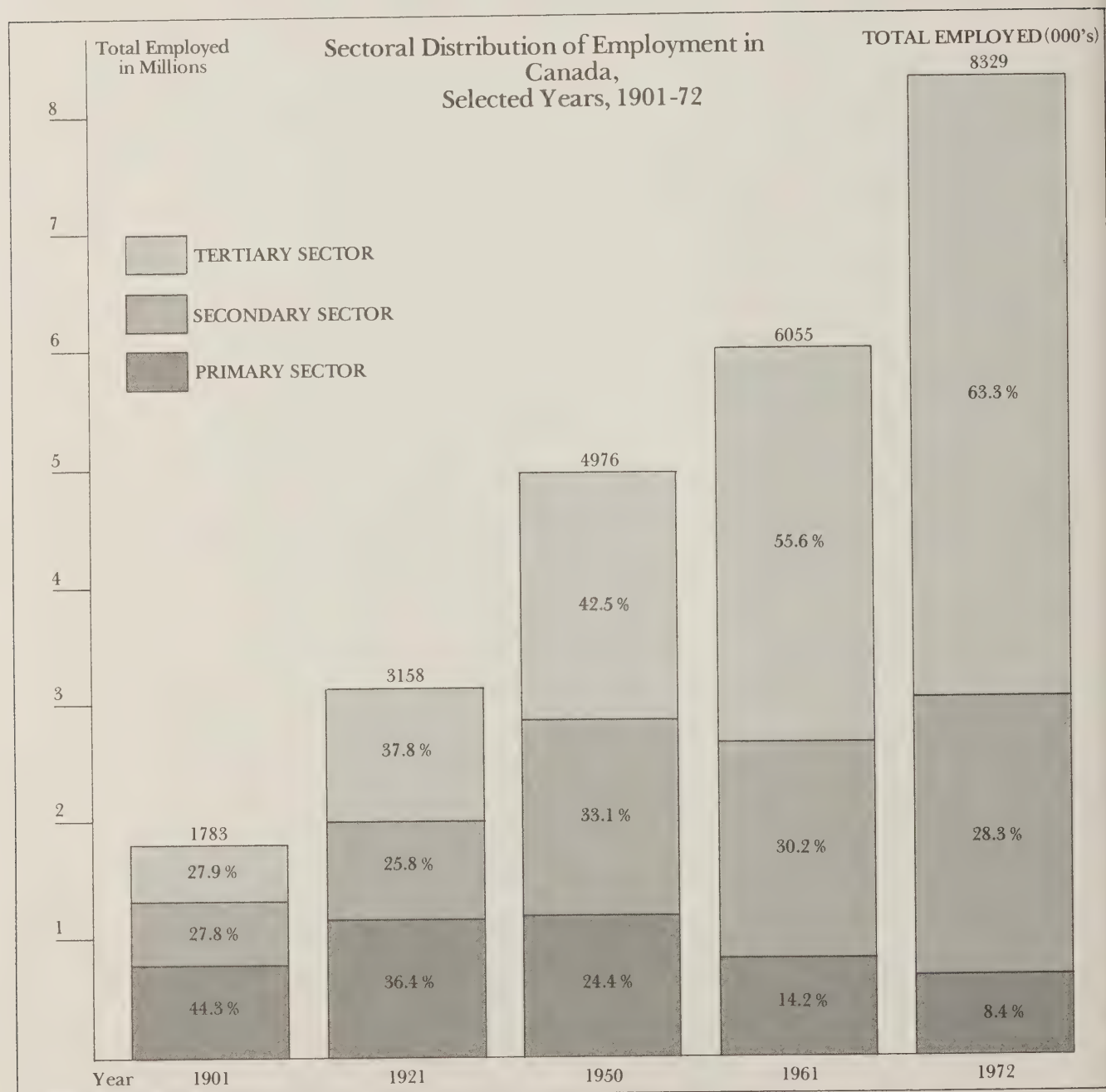
"Fringe benefit cafeteria"

On the matter of employee choice, there will be more consideration of a "fringe benefit cafeteria;" that is, where workers have a choice of certain types of benefits. One worker may choose participation in a profit-sharing pension plan (supplementing the regular one), whereas other workers may opt for more paid time off, or for legal aid insurance, or denticare, etc. It is unlikely that there will be complete freedom of choice and such an arrangement may indeed prove to be unworkable, but it is a possibility.

Areas of interest that are only recently being examined will assume more importance in the future. The quality of working life will get much more attention, in terms of more acceptable working systems and a more satisfying and healthy working environment. Occupational accidents, diseases and other hazards, physical and psychological,

will have to be given much more attention. The relationship between the worker's situation on the job and on his own time will require more examination and study, so that the work function and the other aspects of a person's life become integrated parts of a socially acceptable way of life.

If the conditions of work and the rewards of labour change as much in the next 25 years, let alone the next 75 years, as they have in the past, it would be a challenge to anyone's imagination to predict what will happen.



Source: Canada Year Book 1962, 1967, 1973

The Growth of the Canadian Labour Movement

by Dr. J. K. Eaton,
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Trade union locals were in existence in Canada in the early part of the 19th century, and the first Canadian labour centre — the Canadian Labour Union (CLU) — was founded in 1873. The CLU lasted only four years, but its successor, the Trades and Labour Congress of Canada (TLC), which was founded in 1883, had a continuous existence until 1956. By 1900, the movement was nation-wide; locals existed in all provinces, and the main urban centres had a nucleus of locals, in some cases affiliated to a local trades and labour council. It was also a united movement in that only one national centre, the TLC, existed; although there were unions outside the TLC there was nothing in the constitution of that body which would have excluded their future affiliation.

Official union statistics do not exist prior to 1900, when the Department of Labour was established. The first union membership figures were not published until 1911, but prior to that, the Department reported on the number of locals formed, and these give some indication of union growth prior to 1911. The accompanying chart shows that the trend of

unionism, whether measured in terms of number of locals or of membership, has been continuously upward except for the inter-war period. From 1900 to 1920 the movement grew steadily, with only a slight interruption in the early war years; stagnation occurred during the inter-war period; and from 1940, growth has been fairly continuous.

The movement had a chequered existence for the first part of the century, beset by internal divisions and external factors such as depression and unemployment. The first internal division occurred in 1902, when the TLC amended its constitution in such a way as to exclude unions in competition with the international unions. This led to the formation of the National Trades and Labour Congress, which in 1909 became the Canadian Federation of Labour, and sought to represent those unions, mainly national, excluded from the TLC.

Also Divisive Factor

The establishment of revolutionary union centres was also a divisive factor. The Industrial Workers of the World, or "Wobblies," had its main influence in western United States and Canada in the period prior to World War I. Although it continued to exist after lifting of a 1918 ban on its activities, its influence after the war was minimal. Its place in Canada was taken by the One Big Union, an indigenous organization, formed in 1919 mainly under the impetus of the Winnipeg General Strike. The OBU's main influence was also in the West, and at its peak in 1919, it claimed a membership of 40,000. Its membership dropped, however, and its sphere of activity became limited to Winnipeg; in 1956, it joined the Canadian Labour Congress.

Another division in labour's ranks was the foundation in 1922 of the Canadian and Catholic Confederation of Labour. The seeds of this movement were sown in 1900 when Archbishop Bégin acted as arbitrator in a lockout of boot and shoe workers in Québec City. The willingness of the employers and workers to accept his judgment, based on the Papal encyclical *Rerum Novarum*, indicated that the province was fertile ground for Catholic unionism. The first specifically Catholic union was formed in 1907 among pulp makers in northern Québec. This foundered, but was re-formed in 1912, and with assistance from the Catholic clergy, the movement spread throughout the province. Attempts were made in 1918 at Québec City and in 1919 at Trois-Rivières to establish a province-wide federation, but it was not until 1922 that this was achieved in a founding convention in

Hull. The CCCL continued in existence until 1960, when it underwent a change of name and ideology, discussed later.

Largest Union Expelled

Expulsions from the TLC benefited the Canadian Federation of Labour and its successors. The largest Canadian union, the Canadian Brotherhood of Railway Employees (CBRE), which was founded in 1908, was expelled from the TLC in 1921 because it was a dual union to the Brotherhood of Railway Clerks. In 1939 seven unions were expelled, on instructions from the American Federation of Labour, because of their connection with the Congress of Industrial Organizations, an organization of industrial unions that had broken away from the AFL. In 1927, the CBRE combined with the CFL, the OBU and several other national unions to found the All-Canadian Congress of Labour (ACCL). This body suffered from divisions in the thirties but in 1940 merged with the expelled CIO unions to form the Canadian Congress of Labour (CCL).

Consequently, at the outbreak of World War II, the Canadian labour movement was divided among three main centres: the TLC, the CCL and CCCL; and several important unions, among them the railway running trades brotherhoods, outside of these centres. The forties and early fifties, however, saw the growth of a united and more effective movement.

The period from the outbreak of war to the mid-fifties was one of growth and consolidation; membership between 1939 and 1956, when the Canadian Labour Congress was formed, increased fourfold, from 359,000 to 1,386,000. Growth was steady. During the Second World War, as in the First, the membership increased considerably; but, contrary to the previous experience, there was no falling-off in membership in the postwar period. This can be partly accounted for by the fact that there was no postwar depression as in the 1920's and unemployment did not deplete the ranks of potential recruits. At the same time, the union movement was better organized and better able to take advantage of the favourable labour market situation. While the civilian labour force showed an increase, the percentage of the civilian labour force organized into unions showed an increase also, so that in 1956 the movement represented almost a quarter of the civilian labour force and almost one third of the paid workers in that civilian labour force.

Same Euphoria Absent

Although the same euphoria was not present

after 1956 and more particularly in the sixties, the upward trend of membership continued. But, whereas in the previous 15 years, membership had almost quadrupled, there was only a 90 per cent increase in the 17 years between 1956 and 1973; in fact, between 1959 and 1962, there was an actual decline.

In the late fifties and early sixties, union growth did not keep pace with the increase in paid workers, and the degree of unionization declined. Although it began to improve after 1964, it was not until 1972 that the 1958 level was again attained.

This decline in the degree of unionization can be accounted for by the growth in the proportion of white-collar workers, and the high rate of unemployment in the latter part of the period, particularly among the new entrants to the labour force. The small but gradual increase in union membership, and in the degree of unionization after 1966, can be attributed mainly to advances made in the public service, largely as a result of the introduction by the federal and several provincial governments of collective bargaining procedures for public servants.

Trend to Unity Begins

The year 1940 marked the beginning of the trend toward labour unity. In that year, the fusion of the national unions in the All-Canadian Congress of Labour with the industrial unions expelled by the Trades and Labour Congress brought into existence the Canadian Congress of Labour. The dominant union in the ACCL had been the Canadian Brotherhood of Railway Employees, which was itself mainly an industrial union; therefore, the new organization was inspired with the spirit of industrial unionism. Being a new organization and allied with the more dynamic CIO in the United States, the CCL took a more active role in organizing the unorganized than did the TLC.

The TLC also showed a considerable increase in membership during this period. Although it consisted mainly of craft unions, its doors had always been open to other types of unions (the United Mine Workers is an outstanding example) and under the impact of modern technical developments, its craft union affiliates had modified their purely craft character and allowed membership to semi-skilled workers.

The TLC also showed indications of a greater independence from the AFL. This was particularly noticeable in the conflict over the expulsion of the Canadian Seamen's Union. When, in 1944, the AFL decided to grant jurisdiction over all seamen to the Seafarers' International Union, the TLC told

the AFL that the SIU was a dual union to the Canadian Seamen's Union, which already had jurisdiction in Canada. In 1948, when a further effort was made to undermine the CSU by the formation of the Canadian Lake Seamen's Union, with which the shipping companies had signed an agreement, the TLC again supported the CSU and suspended the Brotherhood of Railway and Steamship Clerks for supporting the dual union.

TLC Prepared to Co-operate

In subsequent discussions with the AFL, the TLC made it clear that it was prepared to co-operate with, but was not prepared to be dominated by, the international unions. This victory, however, was partially reversed in the following year when the CSU was expelled from the TLC for organizing a seamen's strike that was seen by the TLC as part of a world Communist conspiracy.

The conflict with the Communists in the postwar period was one factor that brought the TLC and the CCL closer together. They had both been active in support of the Second World War; in the postwar period they supported the plans for postwar reconstruction, and also gave their support to the Korean War. It was in these two latter instances that the differences with the Communists arose. Apart from expelling the CSU, the TLC at its 1949 and 1950 conventions passed resolutions which to all intents and purposes made it impossible for Communists to work within the Congress or its affiliated unions. In 1949, the CCL, along with the CIO, the British Trades Union Congress and several other western European national union centres, left the Communist-dominated World Federation of Trade Unions. (The TLC, like the AFL, had never joined the WFTU.) At the same time, the CCL carried out its own purge of Communist unions, among them the United Electrical Workers; the Mine, Mill and Smelter Workers; and the International Fur and Leather Workers Union.

Further Unifying Factor

A further factor bringing the two centres together was their desire to influence government policy. Their experiences in this field were not always satisfactory; during the war the TLC complained of "government by order in council". However, after pressure against an order in council dealing with wartime wage controls in December 1943, the labour movement was consulted more frequently by the Government about legislation affecting labour.

The eventual union in 1956 of these two centres into the Canadian Labour Congress

was assisted by the amalgamation in 1955 of their counterparts in the United States, the AFL and the CIO. In both cases, the mergers had been preceded by a period of co-operation in which one of the most important features was agreement on no-raiding pacts. The TLC and the CCL at their 1953 conventions decided to form a committee of trade union unity. This committee drew up the no-raiding pact and established a procedure for independent arbitration as its final step. The unification congress was held in April 1956 in Toronto, attended by 1,600 delegates from 120 unions representing just over one million members. The congress rejected clearly any subordination to the AFL-CIO and the latter agreed that its officers working in Canada would be transferred to the CLC.

The One Big Union, which left the ACCL in 1936 and from 1946 onward claimed an annual membership of about 12,000, merged with the CLC in 1956 and agreed to the taking-over of its locals by CLC affiliates.

Steady Membership Increase

The Canadian Labour Congress enjoyed a steady increase in membership. Although there was a decline in membership between 1959 and 1962, by 1956 its membership was higher than it had been previously and by 1973 was 74 per cent higher than the 1957 figure. The affiliation of all but one of the railway running trades brotherhoods boosted CLC membership, but expulsion of the Teamsters and the SIU had the opposite effect. The CLC was particularly concerned during this period with the organization of white-collar workers, and in 1962 established a committee and a department for this purpose. The 1966 convention demanded a review of the structure of the organization, and in 1968 a report was presented to the convention dealing with the review of structure and laying down a code of ethics. The latter was motivated to some extent by the desire to avoid the government intervention that had taken place in the United States. In the review of structure, the main recommendation was with regard to mergers, but apart from making a general request for the merging of suitable units, no specific recommendations were made. The code of ethics dealt with corruption and with the rights of members, and recommended the establishment of public review boards.

Mergers did take place, but it is unlikely that the committee on structure had much influence on them, because in most of the cases the impetus came from the United States. As a result of mergers of national Canadian unions, however, two large public



service unions were formed: the Canadian Union of Public Employees and the Public Service Alliance of Canada.

Canadian Autonomy

The influence of the old CCL was shown in the increased importance given to social and political action. Although the CLC did not affiliate to the New Democratic Party, which was formed in 1961 out of the old Co-operative Commonwealth Federation, it did encourage its affiliated bodies to do so. At its 1970 convention, the CLC also pledged itself to "a new sense of direction. . . in the area of social action" and a reform caucus at this convention sought to push the CLC in a more social and political direction. Later conventions have given attention to the status of Canadian sections of international unions, and sought to increase their autonomy.

Arising from a convention decision in 1970, a questionnaire requesting information on Canadian autonomy was sent to the international affiliates operating in Canada and guidelines were subsequently established.

The presence of international unions in Canada was opposed by the Confederation of Canadian Unions, a federation of independent Canadian unions founded in 1968. It had a membership of 22,000 in 1973.

The Canadian and Catholic Confederation of Labour also increased its membership. Between 1940 and 1956, membership more than doubled to 101,000, and in 1973 the membership of the CCCL's successor, the Confederation of National Trade Unions, had increased to 164,000. During the 1940-1956 period, and particularly just after the war, a series of conflicts, the most important being the Asbestos strike in 1949, compelled it to modify its sectarian attitude toward the non-Catholic unions. In 1950, during the Korean War, it collaborated with the TLC, the CCL and the Railway Brotherhoods in making representation to the Government over control of prices. The former policy of passivity was tending to give way to recognition that social peace without justice was not satisfactory, and that it was necessary to give workers support in their struggle against capital. The previous *entente* between the Catholic unions and the State was disrupted under the Duplessis régime. In these circumstances, the CCCL was more favourably disposed to co-operation with the other centres. At its 1955 congress, it declared itself favourable to trade union unity and ready to undertake a study of the best methods for accomplishing complete trade union unity in Canada while at the same time, safeguarding the spirit of independence of the Canadian labour movement. Although not

prepared to merge with the CLC, it was prepared to seek affiliation to that body as a single union, with constituent bodies safeguarded from raiding by the other unions in the CLC.

Alters Name

In 1960 the CCCL dropped "Catholic" from its name and became the Confederation of National Trade Unions (CNTU). The leadership of the church was increasingly being replaced by that of university-trained leaders whose influence was reflected in the increasing militancy of the organization. The CNTU divested itself of its ideological outlook, and until the late sixties could be considered as a modern business union. Since then, there has been a greater influence of Québec nationalism on the leadership and the ties with the Government have loosened considerably. The efforts toward unity with the CLC failed, but the CNTU collaborated more closely with the Québec Federation of Labour (the provincial body of the CLC). There were probably underlying philosophical and political reasons for the failure of the unity talks, but ostensibly the reason was the reluctance of the CLC to accept the CNTU as an affiliate without any change in its basic structure. The CLC believed that some of the locals and even federations of the CNTU should be prepared to merge with the appropriate unions affiliated to the CLC, but this was not acceptable to the CNTU. Unity talks between the two organizations were eventually broken off in 1964 and a period of inter-union rivalry in Québec ensued.

Friction developed also between the CNTU and the international unions over the former's efforts to organize groups of French-speaking workers who were part of nation-wide bargaining units. Eventually, the Canada Labour Relations Board allowed separate bargaining units for certain groups in Québec, such as the Canadian Broadcasting Corporation newsmen. Inter-union raiding reached such proportions that the CNTU, the QFL and the Québec Teachers' Corporation opened negotiations to formulate a no-raiding pact. This brought the QFL into conflict with its parent body, the CLC; the conflict was resolved at the 1968 CLC convention, where it was agreed that the CLC would also be a party to any negotiations conducted in Québec with regard to a no-raiding pact. Since then, there has been collaboration between the three organizations in a "Common Front" against the Québec government, although differences between them have appeared from time to time. The dispute with the government resulted in jail

sentences in the spring of 1972 for the leaders of the three organizations.

Several Unions Secede

The involvement in the "Common Front" and defiance of the Québec Government by its leaders led in 1972 to the secession of several CNTU unions to form the *Centrale des syndicats démocratiques*. This organization reported a membership of 41,000 in 1973.

There are so many imponderables about the Canadian labour movement that to predict its future development would be a hazardous enterprise. In terms of membership growth, it is just emerging from a period of stagnation comparable to that which existed in the inter-war period. The movement rose out of that stagnation due to the organization of semi-skilled workers by the new industrial unions, and the assistance of more beneficial legislation. Since the mid-sixties, the growth has been largely attributable to the organization of government employees, assisted mainly by

the extension to them of collective bargaining rights.

Today there still remains potential for growth in that almost two-thirds of the non-agricultural paid workers are unorganized. But these are in a different job situation than were the unorganized in the thirties. They are not semi-skilled workers in mass production units, but are mainly white-collar workers and workers in small establishments. Their organization will be a much slower process than was the organization of the semi-skilled workers.

Furthermore, there has been a deterioration in the image of unionism since the thirties. Apart from the fact that labour is no longer regarded as an underdog, the high incidence of strikes, and certain instances of corruption in the unions have not done the movement much good.

The future of organized labour in Canada depends on whether it can improve this unfavourable image and adapt itself to the task of organizing the increasing number of white-collar workers.

Table I

Union Membership, Union Locals and Union Membership as Percentage of the Civilian Labour Force and the Total Non-Agricultural Paid Workers

Year	Union Locals	Union Membership (Thousands)	Union Membership as Percentage of civilian labour force	Union Membership as Percentage of non-agricultural paid workers
1900	650			
1901	800			
1902	960			
1903	1,150			
1904	1,200			
1905	1,200			
1906	1,270			
1907	1,430			
1908	1,540			
1909	1,620			
1910	1,625			
1911	1,741	133		
1912	1,883	160		
1913	2,017	176		
1914	2,003	166		
1915	1,883	143		
1916	1,842	160		
1917	1,974	205		
1918	2,274	249		
1919	2,847	378		
1920	2,918	374		
1921	2,668	313	9.4	16.0
1922	2,512	277	8.2	13.6
1923	2,487	278	8.1	13.2
1924	2,429	261	7.5	12.2

Year	Union Locals	Union Membership (Thousands)	Union Membership as Percentage of civilian labour force	Union Membership as Percentage of non-agricultural paid workers
1925	2,494	271	7.6	12.3
1926	2,515	275	7.5	12.0
1927	2,604	290	7.7	12.1
1928	2,653	301	7.8	12.1
1929	2,778	319	8.0	12.6
1930	2,809	322	7.9	13.1
1931	2,772	311	7.5	15.3
1932	2,710	283	6.7	15.3
1933	2,687	286	6.7	16.7
1934	2,720	281	6.5	14.6
1935	2,717	281	6.4	14.5
1936	2,860	323	7.2	16.2
1937	3,231	383	8.5	18.2
1938	3,280	382	8.3	18.4
1939	3,267	359	7.7	17.3
1940	3,221	362	7.9	16.3
1941	3,318	462	10.3	18.0
1942	3,426	578	12.7	20.6
1943	3,735	665	14.6	22.7
1944	4,123	724	15.9	24.3
1945	4,329	711	15.7	24.2
1946	4,635	832	17.1	27.9
1947	4,956	912	18.4	29.1
1948	5,114	978	19.4	30.3
1949	5,268	1,006 (a)	19.3	29.5
1950	—	— (b)	—	—
1951	5,458	1,029	19.7	28.4
1952	6,052	1,146	21.4	30.2
1953	6,235	1,220	23.4	33.0
1954	6,425	1,268	24.2	33.8
1955	6,673	1,268	23.6	33.7
1956	6,762	1,352	24.5	33.3
1957	6,758	1,386	24.3	32.4
1958	6,853	1,454	24.7	34.2
1959	6,763	1,459	24.0	33.3
1960	6,805	1,459	23.5	32.3
1961	6,945	1,447	22.6	31.6
1962	6,989	1,423	22.2	30.2
1963	7,073	1,449	22.3	29.8
1964	7,404	1,493	22.3	29.4
1965	6,629	1,589	23.2	29.7
1966	7,676	1,736	24.5	30.7
1967	8,678	1,921	26.1	32.3
1968	9,273	2,010	26.6	33.1
1969	9,310	2,075	26.3	32.5
1970	9,593	2,173	27.2	33.6
1971	10,056	2,231	26.8	33.6
1972	10,462	2,371	27.6	34.4
1973	10,255	2,591	29.2	36.1

(a) Includes Newfoundland for the first time.

(b) Data on union membership for all years up to and including 1949 are as of December 31. In 1950 the reference date was moved ahead by one day to January 1, 1951. Thus, while no figure is shown for 1950, the annual series is, in effect, continued without interruption. The data on union membership for subsequent years are also as of January 1.



A Review of Labour Legislation in Canada

by Legislative Research Branch

The evolution of Canadian labour legislation reflects the changing society we live in. Crises in the labour force have required new legislative measures, and the shared legislative responsibility in the labour field often created conflicts that only courts have solved. Labour laws have become complex. Only four types of labour legislation are discussed in this article: human rights, labour standards, apprenticeship and emergency legislation. The following article deals with the composition of labour relations boards in Canada.

Human Rights

Eleven jurisdictions in Canada have enacted laws aimed at protecting human rights. With a few exceptions, these laws are fairly uniform in their scope and functions.

Federal Legislation

The federal Parliament has not enacted a human rights act that lists specific prohibited practices. In the area of employment, however, it has enacted Part I of the Canada Labour Code (Fair Employment Practices), which prohibits discrimination in employment and such employment-related matters as trade union membership, employment agencies and pre-employment

enquiries, advertisements for employment and the use of application forms. The grounds upon which discrimination is prohibited are race, national origin, colour and religion. Equal pay for both males and females is also provided for in this law.

Parliament has also enacted the Canadian Bill of Rights. By this act, any federal law that infringes upon a declared right or freedom may be declared to be inoperative. This sanction does not apply to those laws that expressly provide that they shall remain operative notwithstanding the Canadian Bill of Rights.

The Bill of Rights recognizes the freedoms of speech, religion, assembly, association and the press; the right to life, liberty, security of the person and enjoyment of property, and the right not to be deprived of those rights except by due process of law. These rights and freedoms exist without discrimination on grounds of race, national origin, colour, religion or sex.

Also recognized and protected are such rights as the right to counsel and a fair hearing and the presumption of innocence. Protection against cruel punishment, the right to an interpreter and certain rights of an arrested person also are contained in the Bill.

The Canadian Bill of Rights is unlike other Canadian human rights acts in that it does not contain prohibitory clauses and concomitant penal clauses.

Canadian Human Rights Act

Justice Minister Otto Lang introduced in the House on July 21, 1975 a bill on human rights that would prohibit discrimination in all matters within federal jurisdiction on the grounds of race, national or ethnic origin, colour, marital status, religion, sex or age; and provide for the establishment of a Canadian Human Rights Commission as a vehicle for investigating and preventing discriminatory practices in areas under federal jurisdiction.

Provincial Legislation

With the exception of Québec, all of the provinces and the two Territories have a human rights act or acts (as in the case of Saskatchewan). Québec is as yet limited to legislation which prohibits discrimination in employment and employment-related practices on grounds of race, colour, sex, religion, national extraction and social origin. And the Hotels Act prohibits discrimination in the provision of lodging, food, etc., by any hotel, restaurant, camp ground or trailer park.

All the other provinces and the Territories have a human rights act. Not all

are equally extensive in their coverage; for example, Manitoba, Nova Scotia, New Brunswick, Ontario, Saskatchewan and the Yukon embody certain labour matters such as equal pay in separate acts.

In general, however, in so far as their subject matter is concerned, the human rights acts can be subdivided into three categories: general, employment and employment-related matters, and occupancy and property matters.

The group of prohibitions that fall under the category referred to as "general" deals with publications, signs, symbols, etc.; public accommodation, services and facilities; association with minority groups; and contracts made available to the public in general.

The "employment and employment-related subjects" group deals with employers, employment agencies, application forms, advertisements and inquiries pertaining to employment, trade unions, professional, business and trade associations, and equal pay.

The last group deals with occupancy (i.e., apartments and other forms of housing and business occupancy) and conveyance of property.

Although the grounds upon which discrimination is prohibited vary somewhat from one act to another, some are common to all provincial and territorial human rights acts. These are: race, colour, religion (called "creed" or "religious creed" in some cases), sex and nationality (or national origin).

In selected jurisdictions other grounds upon which discrimination is prohibited include marital status, ancestry, place of origin and age. Some jurisdictions have provisions that are unique. Only Nova Scotia, for example, prohibits discrimination because of physical handicap.

Human Rights Commissions

Eight provinces provide for Human Rights Commissions. Québec and Prince Edward Island do not, but this will change in the near future, as legislation has been introduced in both these jurisdictions. Besides determining cases of alleged violations of human rights, the Alberta, Manitoba, New Brunswick, Nova Scotia, Ontario and Saskatchewan Commissions also have a role in the administration of the acts.

Trends

A distinct trend in the development of human rights acts has been one of expanded coverage. Discrimination in various practices is being prohibited in more and more cases.

This is being done two ways. First, the grounds upon which discrimination is prohibited are being extended. As an example, many jurisdictions now prohibit discrimination because of one's marital status. This was not always the case. Secondly, some exceptions (this includes institutions) to whom provisions are applicable have been removed.

There have also been changes in approaches to administration and enforcement of the acts in recent years — notably in British Columbia, Ontario and Manitoba — and an increase in penalties provided for contravention of the provisions.

Clearly, human rights legislation is and probably will be in a state of flux for some time to come.

Labour Standards

The thirteen jurisdictions in Canada have enacted legislation to cover most of the basic elements of labour standards. These minimum standards generally comprise minimum wages, hours of work, annual vacations, public holidays, termination of employment, maternity protection and, federally, severance pay.

Labour standards are the very minimums governing the working conditions under which a person must work. They are applicable to almost all of the labour force, with a few exceptions, and are the protection afforded to more than two-thirds of the Canadian work force, the unorganized portion. Organized labour often uses the minimum standards as a platform from which to negotiate improvements in its own conditions.

Minimum Wages

Minimum wage legislation exists in all jurisdictions to provide for basic living standards for workers. Authority to establish minimum wages for employees is vested in minimum wage boards, the Governor in Council or the Lieutenant-Governor in Council. Minimum wage rates, which have been rising rapidly in recent years because of inflation, cover almost all employment except farm labour and domestic service, with a few exceptions, and some other excluded categories. These rates apply to members of both sexes. Many jurisdictions also set special minimum rates for young workers.

Hours of Work

Legislation has been enacted in all jurisdictions setting standard and/or maximum hours. The limitations vary from one jurisdiction to another and may be based on daily and weekly restrictions.

Overtime is normally provided for on a basis of one and one-half times the regular rate after a certain number of hours are worked. Maximum hours may also be increased with ministerial permits. Provisions for averaging hours over a number of weeks may be likewise arranged. Some jurisdictions also provide for extended daily maximum hours in order to condense the work week.

Annual Vacations

Annual vacations legislation exists in all jurisdictions and is applicable to most industries. The minimum standard is two weeks, with longer vacations in two of the provinces. Normal reimbursement for annual vacations is on the basis of 2 per cent of an employee's gross earnings per week of vacation.

Public Holidays

Nine of the thirteen jurisdictions have enacted legislation of general application dealing with public holidays. The number of holidays varies from six to nine. The other four provinces (New Brunswick, Newfoundland, Prince Edward Island and Québec) are presently studying the possibility of providing for public holidays.

Termination of Employment

Individual notice of termination of employment exists in nine jurisdictions. British Columbia, New Brunswick, the Yukon and Northwest Territories do not have this standard. The notice period varies upward from one week to a maximum in some provinces of eight weeks after a certain period of service. In most jurisdictions there is a certain reciprocation, the employee having to give notice to the employer.

Group termination of employment is covered in five jurisdictions: federal, Manitoba, Nova Scotia, Ontario and Québec. The length of the notice varies with the number of employees whose employment is being terminated. Advance notice must be forwarded also to the different Ministers of Labour in order that placement or retraining may be initiated for these workers.

Maternity Protection

The federal Government and six provinces require employers to provide unpaid maternity leave and prohibit dismissal because of pregnancy. Alberta, Newfoundland, Prince Edward Island, Québec, the Yukon and the Northwest Territories do not provide this protection. The leave periods vary between 12 and 18 weeks.

Severance Pay

Severance pay, which exists at the federal level only, must be paid to an employee who has completed five years of employment for an employer and whose employment is terminated by that employer. It is paid on the basis of two days' regular wages per year of service to a maximum of 40 days' wages.

Labour Standards legislation is a dynamic field where studies and revisions are continually going on. Human rights codes and laws governing fair employment practices have played an active role in recent years. Social pressure has likewise had a great influence on these changes. With the legislation presently being prepared in many jurisdictions, labour standards will be in the forefront for a long time to come.

Apprenticeship

Apprenticeship is a program jointly operated by the federal and provincial Departments of Labour (in Ontario, the Ministry of Colleges and Universities) in co-operation with employers and trade unions, through which a person may reach journeyman status in a designated trade.

Federal legislation

In 1942, the Vocational Training Co-ordination Act was passed by Parliament. It was subsequently replaced by the Technical and Vocational Training Assistance Act and this, in turn, was repealed in 1967 by the Adult Occupational Training Act.

The provisions of the Adult Occupational Training Act enable the federal Government to enter into a contract with any province to assume the costs incurred by provincial or municipal authorities in providing occupational training to adults. Occupational training is open to adults whose age is at least one year greater than the regular school-leaving age in the province of residence and who have not attended school on a regular basis for at least twelve months. Enrolment in courses that will increase earning capacity or opportunities for employment is arranged by a manpower officer. A training allowance related to family circumstances and living costs may be paid to adults enrolled in an occupational training course.

The federal Government may also enter into contracts with employers to provide training, or with provincial governments to make apprenticeship training facilities available to adults. The Minister of Manpower and Immigration may join with a provincial government in establishing a joint committee to assess that province's manpower needs, may make contributions not exceeding 50 per

cent of the costs incurred by a province in undertaking a research and development program, and may make loans available to the provinces for the purchase or construction of occupational training facilities. Contributions in respect of capital expenditures incurred by a province on occupational training facilities may be made by the Minister with the approval of the Governor in Council.

Provincial legislation

All the provinces and the Northwest and Yukon Territories provide for a broad program of industrial training through apprenticeship. Trades are designated by statute or by order in council as being suitable for apprenticeship training, which consists of on-the-job experience and classroom instruction.

Except in Ontario, provision is made for the appointment of a Provincial Apprenticeship Board or Committee (in New Brunswick, the Industrial Training and Certification Board), which is empowered to make recommendations or regulations governing the establishment of apprenticeships, the training of apprentices, and their conditions of employment. A Director of Apprenticeship (or Industrial Training) is in charge of administration.

Provincial or trade advisory committees may be appointed for each designated trade with authority to recommend or establish rules for a particular trade relating to educational requirements, period of apprenticeship, and ratio of apprentices to other employees. In Newfoundland, a plan of apprenticeship training may be formulated by individuals or groups of employers and employees' representatives engaged in a particular trade, subject to the approval of the Board.

A regulation has been issued in Québec setting out requirements pertaining to apprenticeship in the construction industry. In Prince Edward Island and Saskatchewan, apprenticeship may be entered into by collective agreement or under a private plan of apprenticeship training operated by an industry, as well as on an individual contract basis. Local advisory committees may be appointed to assist in matters relating to apprenticeship training in a particular area, in some instances with authority to hear grievances. Most boards and committees are representative of both organized labour and industry, including in some cases officers from the Departments of Labour, Education or Colleges and Universities. In Québec, the Minister of Labour and Manpower may establish a provincial advisory committee including representatives of the Manpower

and Vocational Training Commissions and of the Departments of Education, Industry and Commerce, and Family and Social Welfare. Allowances are payable to apprentices attending daytime technical training classes in British Columbia, Newfoundland, Saskatchewan, Northwest Territories and the Yukon.

The Manpower Vocational Training and Qualification Act has substantially revised the apprenticeship training program in Québec. Brought into force in several stages, its provisions repealed the Apprenticeship Assistance Act and revised those sections of the Collective Agreement Decrees Act, the Minimum Wage Act and the Construction Industry Labour Relations Act that pertained to apprentices. It provides that a Manpower Vocational Training Commission may be incorporated on petition to the Lieutenant-Governor in Council. Each commission consists of twelve persons appointed by regional advisory committees and must be representative of employers, employees, and the two sectors of industry and services, in the region. Such commissions are empowered to make agreements with educational institutions respecting training facilities, and to give courses in apprenticeship, vocational training and retraining of manpower. The conditions for admission to apprenticeship, examinations for qualification, and the establishment of training programs that include practical and theoretical studies are set by regulation. Certificates of qualification are mandatory for those trades and vocations specified by regulation.

Trends

In the apprenticeship field, the trend in recent years has been twofold. First, many trades have been added to or deleted from those designated as being certified under the acts. This results in part from the fact that developing technology dictates new functions, and therefore new trades. Second, some existing certified trades have been revised in view of new methods and standards, therefore necessitating new rules for training and certification. There is every reason to believe that this trend will continue.

Emergency Legislation

In a context of labour relations, emergency legislation may be defined as an Act of Parliament, or any provincial legislature, establishing the grounds of settlement of labour disputes affecting sectors of the economy generally recognized as essential.

Generally speaking, emergency

legislation is adopted once the process of collective bargaining has been completed. Where direct negotiation is unsuccessful and conciliation and mediation services have been exhausted without any results, the Minister of Labour (federal or provincial as the case may be) may introduce a bill for the purpose of bringing a settlement. This bill is prepared by legal advisers of the Labour and Justice Departments. The Minister of Labour concerned is responsible for the administration of the act. On second reading of the bill, in a statement made before the Members of Parliament, the Minister of Labour explains the fact situation of the work stoppage and the reasons why parliamentary action has to be taken.

In the past 25 years, the Parliament of Canada has adopted emergency legislation on 11 occasions to settle labour disputes affecting railways, ferry services, longshoring and grain handling operations.

In 1950, 1960, 1966 and 1973 employees of the principal railways were legislated back to work because of strike action. Ad hoc legislation was passed in 1958 also to end a two-month strike that interrupted the functions of the British Columbia Coast Steamship Service between Vancouver Island and the mainland of British Columbia.

Longshoring Operations

Longshoring operations constitute another important sector of economy where labour disputes have lead to the adoption of emergency measures. As a result of strike action on the West Coast of Canada and at ports on the St. Lawrence, longshoremen were legislated back to work on two occasions in 1972 (West Coast and Québec area) and twice again in 1975 (West Coast and Québec area). Ad hoc legislation was adopted in 1972 also to deal with a longshoring dispute in the St. Lawrence ports but did not order resumption of work because strike action was settled through the processes of collective bargaining and mediation.

In October 1974, resumption of grain handling operations on the West Coast was ordered by Act of Parliament as a result of a six-week strike by grain handlers.

Under six provincial jurisdictions, namely British Columbia, Newfoundland, Nova Scotia, Ontario, Québec and Saskatchewan, there have been 22 instances in the past 10 years of adoption of ad hoc legislation. Such measures were passed either to prevent a work stoppage, to bring an end to an actual strike, to specify essential services in a particular sector or to place locals of a trade union under trusteeship. The categories of workers

concerned by such legislation were: firefighters and municipal policemen, hospital workers, teachers, civil servants, construction workers, hydro employees, elevator constructors and employees of public transportation (urban transport, water transport).

On May 22 of this year, the Québec legislature adopted Bill 29, an Act respecting the placing of certain labour unions under trusteeship. The Act was passed as a result of recommendations by the inquiry commission on freedom of association in the construction industry, chaired by Judge Robert Cliche. The object of the Bill is to place three locals of the Québec Federation of Labour under trusteeship: plumbers and pipe fitters local 144, operating engineers local 791, and electrical workers local 1677. The Act was also introduced to prolong by three years the trusteeship of Locals 89 and 101 of the QFL elevator constructors.

Bill 30, amending the Construction Industry Labour Relations Act, was adopted on May 22 also. Section 2 of the Bill provides that strikes, lockouts, work slowdowns are prohibited during the term of a decree and establishes that in proceedings following a lockout, strike or slowdown of work, the proof that he did not order, encourage or support it or that he did not take part therein will devolve on the accused.





Marc Lapointe, QC,
Chairman, CLRB



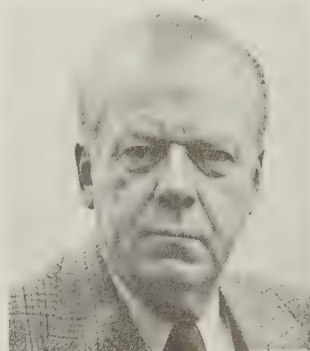
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Norman Bernstein,
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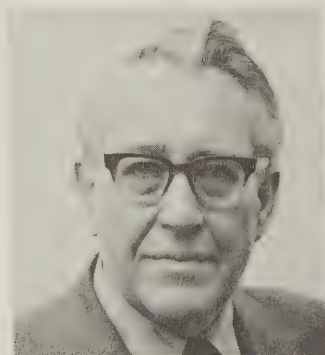
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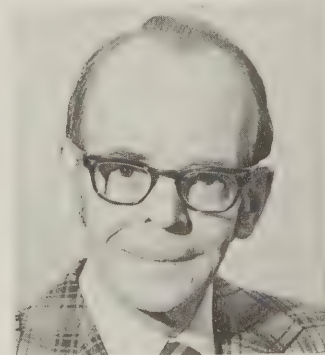
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The Composition of Labour Relations Boards in Canada

by William H. Langford,
Legislative Research Branch

The relative success of collective bargaining in Canada has been due in large part to the key function of labour relations boards in their development of the process of determination of issues under the legislation of each jurisdiction.

A prime mover on the road to the attainment of some rationality in labour relations in Canada has been the legislation adopting certification principles, the Wartime Labour Relations Regulations 1944 (Order in Council P.C. 1003), which followed the lead given by the United States in its innovative National Labor Relations Act, 1935 (the Wagner Act).

The compulsion placed on employers to bargain in good faith with employees in certified bargaining units represented by exclusive agents determined by the Labour Relations Board removed many difficulties that beset Canadian labour relations up to 1944.

The Wartime Labour Relations Board alone administered the Regulations at first,

but as the machinery evolved, the provinces adopted their own boards.

The tripartite concept of the boards' representing labour, management and government on a relatively equal basis has persisted traditionally, although not without some criticism, aimed mainly at the very "Canadian" element of negotiation — compromise.

The Canada Labour Relations Board, set up in 1948 to succeed the wartime board, operated on a part-time basis and had labour and management members.

Alternatives Recommended

The 1968 Report of the Task Force on Labour Relations (the "Woods Report") recommended some alternatives, which included the re-constitution of the Board as a full-time, non-partisan, quasi-judicial body able to operate across the country and with many statutory and regulatory powers much more broad than those existing. Consequently, a reconstituted Labour Relations Board was appointed in 1973 under Part V of the Canada Labour Code.

Each legislative jurisdiction in Canada, except Québec, has created a board empowered to determine certain questions related to collective bargaining under labour relations legislation. In Québec the responsibility is divided between the Labour Court (consisting of provincial judges) and Commissioners and other officers of the Department of Labour and Manpower.

The most important functions of these boards are the administration of the certification or accreditation process — including the determination of appropriate bargaining units, of employee or employer status and of trade union memberships — and the suppression of unfair practices and other violations of the legislation.

Representative Character of Boards

Most jurisdictions in Canada have selected the representative-type board composed of three categories of members: an independent chairman and vice-chairman, representatives of employees and representatives of employers.

The federal Public Service Staff Relations Board and six provincial boards (British Columbia, Manitoba, New Brunswick, Newfoundland, Ontario and Saskatchewan) are required to have representative members in equal numbers, but the Acts do not specify how their representative character is to be determined.

The Canada Labour Relations Board and the boards of Alberta, Nova Scotia and Prince Edward Island are not by law required to have

representative members. In these jurisdictions, the selection of members is left entirely to the Government. The usual practice, however, is to select, in equal numbers, members who are generally recognized as representing the views of employers and employees.

Panel System

Pressure of the work in some jurisdictions has led to legislative amendments authorizing boards to sit in panels or divisions. This is now the case in Alberta, British Columbia, Manitoba, New Brunswick, Newfoundland, Nova Scotia, Ontario and Prince Edward Island.

The Public Service Staff Relations Board also is authorized to sit in divisions. Although not specifically mentioned in the Canada Labour Code, in practice, under its general delegation authority, divisions or panels may be established in the federal jurisdiction providing quorum requirements are observed. The Newfoundland board also is empowered to "authorize any person or board to exercise or perform all or any of its powers or duties." In this province, by a recent amendment, part-time representative members may be appointed to serve on panels.

New Brunswick and Ontario have made special provisions for divisions of the board to deal with construction industry questions, and the Nova Scotia Construction Industry Panel serves the same purpose.

Members

Both federal boards are required to have four as the minimum and eight as the maximum membership. The Canada Labour Relations Board may have an additional vice-chairman where the Governor in Council considers it advisable, and the Public Service Staff Relations Board has a vice-chairman as well as providing for not more than three deputy chairmen.

No specific number of members is laid down in the Acts of five provinces (Alberta, British Columbia, New Brunswick, Ontario, and Prince Edward Island); the size of the boards is determined by the Lieutenant-Governor in Council.

Nova Scotia and Saskatchewan stipulate five members, Manitoba three or more, and Newfoundland four to six, with provision for additional part-time members to serve on panels.

In Alberta, the Lieutenant-Governor in Council may designate "any other members" as additional vice-chairmen, and British Columbia, Manitoba, New Brunswick, Ontario and Prince Edward Island may have more

than one vice-chairman. If more than one vice-chairman is appointed in Manitoba, one is designated as the "Senior Vice-Chairman".

Alternate Members

Primarily to assure a quorum, alternate members are provided for in Manitoba, New Brunswick, Newfoundland, Nova Scotia and Saskatchewan. In Ontario and New Brunswick, the Lieutenant-Governor in Council designates one of the vice-chairmen to be the alternate chairman.

Quorum

In the case of six of the boards that are required by law to have representative members (the Public Service Staff Relations Board and the boards in British Columbia, Manitoba, New Brunswick, Newfoundland and Ontario), three members consisting of the chairman or vice-chairman and one member representing employers and one representing employees constitute a quorum. In Saskatchewan, where members of the board are selected so that employers and employees are equally represented, and in Nova Scotia and Prince Edward Island, where the boards are not required by law to have representative members, a majority of members constitutes a quorum.

Decisions of the Board

The decision of the majority of the members present is the decision of the board, provided a quorum is present. It is general practice for a tie vote to be decided by the chairman or vice-chairman.

Oath of Office

An oath of office is required of the members of the labour relations board by the legislation of eight provinces (British Columbia, Manitoba, New Brunswick, Newfoundland, Nova Scotia, Ontario, Prince Edward Island and Saskatchewan), by which the member undertakes to "faithfully, truly and impartially" to the best of his skill and ability perform his office. Except for New Brunswick and Saskatchewan, the oath specifically includes the undertaking not to disclose any evidence or other matters to anyone except in the discharge of his or her duties.

Tenure of Office

Board members in five provinces (British Columbia, Nova Scotia, Ontario, Prince Edward Island and Saskatchewan) hold office during pleasure. In Manitoba, the term of office is fixed in the order appointing the member. The chairman and vice-chairman in Alberta hold office during pleasure, and

members are appointed for seven-year terms. The British Columbia chairman has a tenure of five years. In New Brunswick, the chairman and vice-chairmen hold office for ten years and the members for four. In Newfoundland, the chairman and vice-chairman hold office for two years. The two employer and the two employee representatives hold office for two years; one of the employer representatives and one of the employee representatives retires each year. Officers and members hold office during pleasure and are eligible for re-appointment.

The chairman, vice-chairman and deputy chairmen of the Public Service Staff Relations Board are "appointed by the Governor in Council to hold office during good behaviour for such period, not exceeding ten years, as may be determined by the Governor in Council, but each may be removed at any time by the Governor in Council upon address of the Senate and House of Commons." Each of the other members of the board is appointed by the Governor in Council to hold office during good behaviour for such period, not exceeding seven years, as may be determined by the Governor in Council, but a member so appointed may be removed for cause at any time by the Governor in Council.

The Canada Labour Relations Board members are appointed to hold office during good behaviour for terms not exceeding ten years in the case of the chairman and vice-chairmen and for five years in the case of any other member. As in the Public Service Staff Relations Board, all may be re-appointed.

Québec Labour Court

In Québec, the duties usually performed by a labour relations board are assigned to civil servants and a Labour Court. The responsibility for the certification procedure and the performance of such administrative functions as dealing with unfair practices complaints is placed in three categories of officials appointed to the Department of Labour and Manpower: investigators, investigation commissioners and a chief investigation commissioner.

The Québec Labour Court is, in effect, a specialized division of the Provincial Court, "entrusted with rendering decisions in labour litigation". Its members are appointed from the judges of the Provincial Court. The Act makes it obligatory that there be consultation with the Bar of the Province, and with the Advisory Council on Labour and Manpower, before members are appointed. The Court is to consist of a Chief Judge, an Associate Chief Judge, and a sufficient number of other judges for the rapid despatch of the business submitted to the Court. The Minister of

Justice is responsible for the administration of the part of the Code dealing with the Labour Court.

The Labour Court now assumes the role and powers formerly exercised by the Labour Relations Board under the Civil Service Act with regard to government employees who are employees within the meaning of the Code. It must decide all disputes arising from the exclusion from or inclusion in the bargaining unit of an employee or class of employees, and it has the power to cancel a certification and grant another under the conditions prescribed by the Code.

Under the Civil Service Act, the Labour Court has the duty also of determining the essential services that are to be maintained during a strike of provincial employees, if these are not determined by prior agreement of the parties.





Labour Standards: What Lies Ahead?

by G.R. McKnight,
Labour Standards Branch

History shows that labour standards legislation has been designed to provide workers at least a minimum amount of protection from employers who would take advantage of them in order to make or increase profits. Labour standards have attempted to establish a minimum level of working conditions for workers least able to protect themselves.

Let it be understood from the outset, the “bad” employer we are discussing here is certainly in the minority. Most employers voluntarily provide to their workers at least the minimum standards established by the various legislatures in Canada, for varying reasons:

1. they are complying with a law, much the same as drivers must honor the “rules of the road” established by law;
2. they cannot attract the type of worker they want or need unless they provide well in excess of the minimum standards;
3. they wish to give a reasonable return for services rendered by their workers.

Labour Standards — leader or follower?
But which comes first, the legislation or the standard? In other words, should government legislate standards that have already become the norm for most workers, or should

government take the lead in identifying socially desirable working conditions to afford a fair return to a worker for his services? Should we be discussing “minimum” standards that would assure only a basic income and protection to a worker, or “fair” standards that would be based on the gains already achieved by the majority of workers, mainly through the collective bargaining system?

The Evolution of Federal Legislation

On the federal scene, the first legislation providing some form of protection to workers in the area of “labour standards” was the Fair Wages Policy of 1900, the year that the Department of Labour was established. A Resolution was passed by the House of Commons declaring that workers on all public works undertaken by the Government or aided by government funds should be paid wages generally accepted as current in each trade in the district where the work was being carried out.

This policy, which in its basic form still applies today, was amended several times over the years, and led to the Fair Wages and Eight-Hour Day Act of 1930, which in turn was replaced by the Fair Wages and Hours of Labour Act of 1935. The latter is still in force, some 40 years later.

In 1935, Parliament ratified three ILO Conventions dealing with hours of work, minimum wages and weekly rest, and enacted the Minimum Wages Act, the Limitation of Hours of Work Act and the Weekly Rest in Industrial Undertakings Act, giving effect to these Conventions. These Acts were declared *ultra vires* of the Parliament of Canada in 1937 by the Privy Council, recognizing that minimum wage and hours of work regulation fell within the competence of the provincial legislatures.

The question of jurisdiction over labour matters became somewhat clearer during and after the Second World War, with the passing by Parliament of legislation applicable only to employees in businesses within federal jurisdiction.

The Female Employees Equal Pay Act was passed by Parliament in 1956, establishing the principle of equal pay for equal work for such employees.

In 1958, the Annual Vacations Act came into force, providing for a minimum annual vacation with pay of one week after one year and two weeks after two years of service. This Act was repealed in 1965 when the Canada Labour (Standards) Code was passed. The Code improved the standards for annual vacations to two weeks after one year’s service and, for the first time, established minimum

standards for hours of work, minimum wages and general holidays. The Code provided for a maximum 48-hour week with overtime of not less than time and one-half the regular rate after eight hours a day and 40 hours a week, a minimum wage of \$1.25 an hour (\$1.00 an hour for workers under 17 years of age) and eight paid general holidays a year. The Labour Standards Branch of the Canada Department of Labour was created to administer the Canada Labour (Standards) Code.

The Canada Labour (Standards) Code was replaced in 1971 by Part III of the Canada Labour Code. The new Act embodied also the equal pay for equal work legislation, and the Female Employees Equal Pay Act was repealed. The new Act introduced new standards providing for up to 17 weeks of maternity leave, two weeks notice of termination of employment (except for just cause) or pay in lieu thereof, up to 16 weeks notice to the Minister of Labour and the Department of Manpower and Immigration of group terminations of 50 or more employees, up to 40 days severance pay on termination of employment (except for just cause), and prohibition of dismissal because of garnishment proceedings.

Jurisdiction

The British North America Act established the areas of responsibility of the federal and provincial Governments. After more than 100 years of operation, however, the question of jurisdiction in some cases is still unclear.

Generally speaking, undertakings within federal jurisdiction for labour matters include operations that are interprovincial or international in nature, such as railway, ship, ferry, bus, trucking, telegraph, telephone, pipeline, tunnel, bridge and canal operations, as well as operations relating to inland and maritime navigation, longshoring and stevedoring. Also included are aerodromes and air transport, radio and television stations, banks, primary fishing where the fishermen work for wages, Crown corporations, and certain undertakings that have been declared by Parliament to be for the general advantage of Canada; grain elevators, flour and feed mills, uranium mining and processing and certain individual undertakings, such as Hudson Bay Mining and Smelting Company and British Columbia Telephone Company Limited. Undertakings in other industries come under the jurisdiction of the provincial and territorial Governments.

The Canadian Association of Administrators of Labour Legislation

(C.A.A.L.L.) is made up of the departments of government in the 13 Canadian jurisdictions, and meets annually to discuss problems of mutual concern and interest. The Association has four Standing Committees, one of which is the Labour Standards Committee. The committee, in existence for some seven years, is made up of representatives from the various jurisdictions who are responsible for the administration of labour standards legislation, and meets annually.

At the committee meetings, as well as at the regional subcommittee level, discussion is held on items of common concern, and information is exchanged on such matters as the problems of administration of the various legislations. Generally speaking, an attempt is made to achieve some "common purpose" and to present proposals to the C.A.A.L.L. that will lead to more similarity across the country of labour standards legislation and administration.

Federal Labour Standards Administration

As with most legislation, Part III of the Canada Labour Code (Labour Standards) provides for investigation of complaints and for inspections to ensure compliance with the law. To carry out this function, regional offices are located in major cities across Canada. Co-ordination of activities and legislative and policy review and revisions are carried out at Head Office in Ottawa.

Functions of the regional offices include the receiving and investigation of complaints, the carrying-out of routine inspections, counselling employees and employers on the application of the legislation, speaking to interested groups and participating in seminars and conferences.

Labour Standards — what lies ahead?

Although the federal jurisdiction lagged far behind some of the provinces in the introduction of labour standards legislation, the Canada Labour (Standards) Code of 1965 led the way in incorporating into one Act standards that provided protection to employees; the Code provided better protection to employees of industries under federal jurisdiction than was given by most, if not all, of the provinces to the workers under their jurisdictions. In fact, certain provinces have since adopted the format used in the Canada Labour (Standards) Code.

In 1971, the Canada Labour Code came into existence, combining all federal labour legislation into one Act. Part III of the Canada Labour Code replaced the Canada Labour (Standards) Code, and also added a series of new standards, as discussed above. It

appears that, although it was a "late starter," the federal jurisdiction since 1965 has been somewhat of a "trend-setter" in the area of labour standards legislation.

Although no one can predict the future with any degree of accuracy, one can project that labour standards legislation in the future will be expanded into many new areas. Some of these may be benefits already established by the collective bargaining system for organized workers; some may be standards arising from policy decisions by the Government.

It has been suggested in some quarters that governments have gone far enough in the labour standards area, and that continuing to introduce new standards would put a strain on the collective bargaining system, because, the contention is, unions will eventually have nothing left to bargain for. Entrepreneurs state that there is already too much interference by government in the operation of their businesses. One can envisage that labour standards legislation could become so complex that its administration would be a nightmare for governments and employers.

The matter of updating existing standards or adding new ones that will improve the "quality of working life" of Canadians is under continuing study by Labour Canada. Such items as sick leave, pensions, job security, increased vacation and general holiday benefits, compressed work week and flexible working hours are all areas that require further study to determine the appropriateness of their addition to the existing legislation.



Great Expectations

Occupational Safety and Health, the next 75 years

by W.A. Martin,
formerly Chief, Accident Prevention Division

The future of occupational safety and health does not lend itself to easy prediction because the factors upon which it depends are many and, some of them, intangible. The inter-relationship of these factors is complex and cannot always be predicted on the basis of past or present experience. In spite of these difficulties, it is interesting, and even necessary to intelligent accident prevention planning, to speculate on what the future holds for occupational safety and health.

It is always prudent before attempting any prediction to first assess what is currently happening as well as what has happened in the past, even though there is a tendency to regard history as boring and irrelevant; but if every generation has to re-invent the wheel, the increment of progress for each generation will logically be less than it would be if the past had been used as a stepping-stone to the future. This observation is particularly true in the occupational safety and health field, where human nature is a dominant and controlling factor that has not changed significantly in the past two thousand years.

The Past

Occupational safety and health as a conscious and recognizable undertaking of industry and government has a relatively short history, the significant part of which probably does not exceed the 75 years that constitute the life of the Canada Department of Labour. Until the

more recent past, most endeavour in the field of occupational safety and health was concentrated on the physical safeguarding of machinery and equipment, with only isolated instances of management control of occupational safety and health as an integrated and ongoing industrial activity.

The indifference to the safety and health of employees was paralleled by the indifference of the public to environmental damage that we now have often found to be irreparable. The lesson is clear that sometimes we do not get a second chance.

Within the past few years, investigations conducted by the Department, as well as extensive studies conducted by others, have demonstrated that, contrary to common belief, employee carelessness is not the single dominant cause of accidents. Most employment accidents are the result of a complex combination of unsafe acts and unsafe conditions; in many instances, so-called unsafe acts may be attributed to lack of job knowledge resulting from inadequate job and safety training or inadequate supervision because managers and supervisors have not been held accountable for the work injuries sustained by the employees under their control. Yet, many accident prevention programs are still based on the erroneous assumption that most accidents are the fault of the employee.

The Present

Even today, the idea that occupational safety and health relates largely to mechanical safeguards is evident and is reflected in the slow development of the industrial safety discipline to a professional status. Indeed, occupational safety and health, with a few notable exceptions, has not kept pace with the great advances that have been made in the fields of technology and management.

The safety sections of the Canada Labour Code date back to 1967, a scant eight years ago, and their regulations, which cover all aspects of occupational safety and health in the federal field of jurisdiction, have been developed and issued since that time.

These regulations pertain to a wide variety of safety and health concerns, including noise, lighting, dangerous substances, materials handling, personal protective equipment, etc. Because they are recent, are based on wide practical experience, and were issued only after extensive consultation with both labour and management, they are compatible with current technology.

Experience indicates that rules and regulations, no matter how rigorously applied, are only minimum standards to meet legal

requirements and do not constitute more than a portion of a comprehensive accident prevention program. Intelligent management of such a program at both the headquarters and plant levels is a key factor in determining its success. Further, if the intangible elements, such as the attitude of the employer and the employee to one another and to the work (particularly the safety and health aspect of it) are favourable, the tangible elements, such as the physical conditions that are prescribed by rules and regulations, will attain their proper order without conscious enforcement.

Technology in the field of accident prevention has not kept pace with the advances of general technology. This "back-of-the-bus discrimination" being suffered by accident prevention programs is evident in many areas of work. One need only point to sophisticated and expensive mechanical equipment, such as diesel locomotives and large earth-moving vehicles, to illustrate the point. In too many cases, noise, lighting, ventilation and the general comfort of the operators of this equipment have until recently seldom been considered at the design stage, even though the cost of controlling these factors within satisfactory limits would be a very small fraction of the total cost of the equipment.

5 disabling injuries per 100 employees

Current accident statistics indicate that on average there are approximately five disabling injuries each year for every 100 employees, a figure that must be regarded as unacceptable when it is realized that a significant portion of these 100 employees are office and other workers who are engaged in low-hazard work. Disabling injury frequency rates as high as 10 per 100 employees are not uncommon, but these extremes are masked in national statistics by the low frequency rates of other industries.

The cost of these injuries, measured in compensation benefits alone exceeds \$400 million a year in Canada. When due allowance is made for production losses and property damage, the annual work-accident bill in Canada is of the order of \$2 billion. This loss in human and material resources is a drag on the economy that warrants serious concern by the leaders of labour, management and government.

It has been previously noted that the efforts of the earliest pioneers in accident prevention and the dramatic gains made were largely the result of mechanical safeguards. Although the mechanical, that is, technical, aspect of danger control has not yet been fully exploited, substantial gains in the future will

be achieved only through more sophisticated application of safety management and techniques and a higher level of co-operation between labour, management and government than is currently evident.

Bear in mind also that, in response to the pressures of a growing concern for the quality of life, as well as to an expanding knowledge and capability in the technical field, there will be a stronger insistence in the future than there is today on the standard of occupational safety and health. For example, many of the limits recommended by the American Conference of Governmental Industrial Hygienists for atmospheric contaminants are being lowered as research and experience reveals that these hazards are greater than was first realized.

Technology is increasing at an accelerating rate that will obviously have a profound effect on the safety and health of workers in the future. On the one hand, this change will undoubtedly continue to eliminate, through automation, many jobs, some of which are dangerous and otherwise undesirable. On the other hand, the advance of technology has led to the production of more and more dangerous substances and conditions.

The hazards of radioactive materials, nuclear devices, chemicals and plastic materials of an unbelievably wide variety illustrate the point. New industries and operations will likely produce new pollutants before we have yet obtained complete control over the old ones.

The technology that will produce new dangers can also produce new safeguards. Space exploration, for example, has shown that where the consequences of accidents are not acceptable to the public, management, labour and government responded to the challenge and developed the required technology.

Hazards more subtle

At the same time, it must be pointed out that many of the new work hazards will be of a more subtle or insidious nature than those we have become accustomed to in the past. For example, the danger of unprotected gears and dusty atmospheres is immediate and self-evident, but the radiation from a radioactive source does not, in most cases, produce any immediate warning of its presence.

It is in man's nature to respond more readily to dangers that provide their own warning, by sound, smell and other physical characteristics, than to those that do not so advertise their presence. In industries where the subtle and insidious hazards as well as the more evident dangers are controlled,

management's direction and example is realistic and continuing. The management team and the work force understand their responsibilities for accident prevention. In this way complacency is avoided and the safety and health functions are fully integrated with all of the other operations of the organization.

Requires technological solution

The answer to safety and health problems caused by technology invariably requires, to a significant degree, a technological solution. This basic truth points the way to the future for accident prevention and means that, in addition to other remedial measures, the need for increasing technical competence in the accident prevention field is basic. More than this, as technical specialization increases, so will the need for the close integration of these specialties through skilled management.

The importance of the safety professional as an advisory member of the management team is just now being realized; a realization that will grow in the future. Although a number of individuals have achieved this status by a variety of routes, it is clear that future demands will be satisfied only by means of formal education and training at the university level. It must not be overlooked that a safety professional needs more than a specialization in one or more disciplines such as noise, lighting, ventilation, etc.; he must also be knowledgeable in such areas as education, training, job safety analysis, etc. and have a special appreciation of the management functions pertaining to safety policy, safety organization and the practical meaning of responsibility, authority and accountability in relation to the prevention of accidents.

Managers also will require more formal education and training in the art of effectively managing accident prevention programs if they are to meet the demands placed on them, particularly in line management. No matter what the future holds, the importance of managers in determining the efficiency and effectiveness of industrial operations will not be diminished.

Workers, for their part, must become more closely identified with the objectives of the organization that employs them, not the least of which is occupational safety and health. This calls for more education and the development of new attitudes by both the employer and employee. The present almost-continuous confrontation in the adversary approach between these two factions of the organization must not be allowed to overflow

into accident prevention, to its detriment. The hope is that the magnitude of future technological change and the accident prevention difficulties it will impose will induce a meeting of the minds.

The changing of attitudes that have been developed over a long period of time has been no easy task and there are many examples of failures and partial successes including campaigns to eliminate the excessive use of tobacco, alcohol and drugs and even the more modest undertaking to promote the use of automobile seat belts. Experience suggests that the greatest success in developing desirable attitudes toward accident prevention is achieved if the educational program begins in the schools at an early age. Carelessness and indifference to safety and health must become socially unacceptable. This, and the desire for approval by the peer group, is a strong motivating factor, particularly among young persons. The conclusion is that those concerned with accident prevention would do well to direct more of their future efforts to this area.

Accident prevention plays significant part

The relationship between our standard of living and productivity in the face of dwindling natural resources can be realized only through improved technology and a more effective use of human resources, in which the prevention of accidents plays a significant part.

Companies with superior accident prevention programs have found that, beyond a certain point, improvement in their accident prevention performance depends on a consideration of the worker's total environment, that is to say, his environment at work, at home and in public places. Whether an employee suffers a disabling injury at work, at home or in a public place, the result is the same: he will be absent from work.

It has also been learned that the attitude that fosters the prevention of accidents at work extends beyond the employee's time on the job. In many industries an employee is much safer at work than away from it. Highway accidents alone account for more than 5,000 fatalities a year in Canada. If industry is to achieve the higher standards of accident prevention performance that will be necessary to cope with the technological challenge of the future, it would do well to bear in mind that a good attitude toward safety cannot be turned on and off at the plant gate.

The future in accident prevention is no less challenging for government than it is for labour and management. In fact, its role will

be more essential than it is today and will extend far beyond the customary one of prescribing and enforcing regulations.

The value of annual or other periodic, routine inspections at a frequency that can be justified has been seriously questioned in some quarters and it is the conclusion of some respected authorities in this field that, except for certain technical inspections of boilers, pressure vessels, elevating devices and similar equipment, where safety is an inherent part of the design, periodic inspections are largely a waste of inspectorate resources, resources that could be more effectively applied in the areas of education and consultation. It should be made clear that the reference here is to regulatory inspections and not those inspections that are conducted by management of its own facilities on a regular and frequent basis.

Thus, the role of the regulatory authority in the future will be concerned not only with the enforcement of regulations but also with all aspects of a company's accident prevention program. This will, of necessity, require a general upgrading of the competence of regulatory personnel, an undertaking of no small dimension when due allowance is made for the vested interest in maintaining the status quo and the increasing restrictions on expanding governmental budgets. It would be well, in any case, to emphasize quality rather than quantity because it is the former rather than the latter that will determine the effectiveness of the government's role, a role that must be harmonized into a tripartite effort with labour and management.

Any consideration of the Government's role in the next 75 years of rapidly changing technology would be incomplete if it did not make a point of the contribution to be made by the political sector, because to an increasing extent the basic decisions concerning the quality of life (including the

conservation of human and material resources through the prevention of accidents) must be made at the political level, where the interests of all concerned can be brought most clearly into focus. The prediction for the future of accident prevention is that, unless the changes suggested are implemented, accidents will continue to be a major factor in the waste of human and material resources; but, like Charles Dickens' character, Pip, we look to the future with Great Expectations.

Merchant Seamen Compensation

Seamen who are not covered under any provincial compensation legislation or under the Government Employees Compensation Act are protected by the Merchant Seamen Compensation Act while their vessel is on a foreign or home trade voyage. The Act dates back to 1946.

To be eligible for compensation, the seamen must be on a ship registered in Canada or chartered by a person whose principal place of business is in Canada. The voyage must also be according to regulations set down in the Canada Shipping Act.

The Merchant Seamen Compensation Board, responsible for administering the Act, is made up of three senior Public Servants appointed by the Governor in Council. Chairman of the Board is Assistant Deputy Minister J-P Després, and Secretary to the Board is J.F. Ellsworth, Chief of the Accident Compensation Division. J.H. Currie, Director of the Accident Prevention and Compensation Branch, is a member of the Board.



Labour Minister John Munro presented with a metric converter by Howard Currie, Director of the Accident Prevention and Compensation Branch.



Canada Department of Labour Library

by J.P. Whitridge,
Departmental Librarian

When visitors first come to the Canada Department of Labour Library, few realize that the reason the library is there to research and browse in can be credited to a rather unassuming law student from Harvard who wrote in his diary of August 11, 1900: "We must have books."

As far back as 1873, various labour congresses were pressuring the federal Government to have a department of labour to provide information and statistics on labour and industrial relations in Canada. The continuing pressure resulted in the passage of legislation in 1900 establishing a federal Department of Labour.

Following Royal Assent to the legislation, William Mulock, Postmaster General and, subsequently, first Labour Minister in Sir Wilfrid Laurier's Cabinet, contacted Mackenzie King, at that moment holidaying in Rome, and asked him to accept an appointment as editor of *The Labour Gazette*. King was persuaded to set aside his aspirations for an academic career at Harvard University, where he had recently completed his law studies, and accepted the appointment.

Within a month of starting his duties as editor of *The Labour Gazette*, King had decided that the new department would provide a library service, and in the Department's first annual report, for the period July 1900 to June 30, 1901, he was able to say that many reports on industrial conditions in many countries had already been indexed and catalogued in the library. King expressed the hope that the library would prove to be "a store of material which will furnish original sources of information for the history of the industrial growth and development of Canada."

The Department ended its first year of operation with a staff totalling eleven, remaining at that level until January 1903, when it added its first full-time librarian, who had been lured from the Parliamentary Library.

From the inception of the library, its clientele has come mainly from the labour and industrial relations community of Canada. As a unit of the Department, the library serves departmental staff needs, but its invaluable historical collection has always been at the disposal of everyone, particularly students and scholars from high schools, colleges and the two universities in Ottawa, as well as those elsewhere in Canada and the United States. Because of this widespread interest, the interlibrary and general loan services have increased considerably over the past few years.

"Tables of Contents" Listing

For many years the library has produced a "Tables of Contents" list, which has a wide distribution within the Department; it was introduced to eliminate the circulation of current journals. When the lists are returned, photocopies are made of the articles so that our clients have access to the information while it is still current.

Over the years the library has been developing its own methods of processing and making available published material on industrial relations. For example, the library has developed its own list of subject headings, complete with cross references and scope notes and is now working on translating them to French so that information can be retrieved from the library in either language. Copies of the list have been made available to other libraries in the field. Various special classification schemes have been devised in the library to bring similar material together on the shelves for quick retrieval.

In the late forties, the library staff realized that an extremely valuable collection of trade union newspapers was deteriorating and might soon be lost forever to historical research. It was decided to have the whole

collection of Canadian papers microfilmed. Collating of these papers was begun in 1951 and the job was completed several years later. The library now has approximately 400 reels of Canadian labour papers, representing 264 titles, and 500 reels of American labour papers, representing 103 titles, as well as a number of miscellaneous reels. All are available for interlibrary loan to universities and institutions and, in very exceptional cases, to individuals.

Since the initial microfilming project, the titles have been sent for microfilming every two or three years for updating and a negative is kept in the library for copying. Many institutions in Canada and the United States keep files of papers they buy from the Department.

Indexing Service

Since commercial periodical indexing services have shown a singular lack of interest in dealing with industrial relations periodicals, the library began in the fifties to index the periodicals it received. The list of periodicals, including trade union papers, now totals about a thousand. Recent library indexing, along with book accessions, is included in a weekly bulletin published for members of the departmental staff and for libraries and institutions in the industrial relations field. Index cards are kept for about ten years.

The monthly list of recently received books is still submitted for inclusion in *The Labour Gazette*, which covers a much larger distribution area. From these listings, the library receives most of its interlibrary and general loan requests.

In this electronic age, the next natural step in the periodical indexing project would be to an automated system to provide greater depth of indexing, faster retrieval and inclusion of abstracts. A system of this type is in operation in the International Labour Office in Geneva, and will be the model for our efforts in the next few years.

As the ILO system is predicated on the use of a fixed vocabulary, the first step in adapting it to our own needs was expansion of its thesaurus of terms. Work on the expansion of the ILO thesaurus (itself an expansion of the OECD macrothesaurus) was undertaken this year by an organization of which we are a member: the Committee of University Industrial Relations Librarians (CUIRL). Despite its seemingly restricted membership, we have representation from the U.S. Department of Labor, the New York State Department of Labor and the New York Public Library.

Activities of CUIRL, which has been very much a co-operative venture since it was

organized in 1949, have included publishing and maintaining a list of subject headings and an annual list of dissertations, and the creation of an extensive exchange bibliography apparatus. Our library has contributed by compiling the dissertation lists for the years 1970, 1971, and 1972; the 1973 list has just been completed.

Computerized Tape Services

For the past three years the library has subscribed to two computerized tape services, MARC II and Social Science Citation Index, which are available through the National Library. MARC II provides a computer printout of selected weekly references to books and other non-journal material catalogued by the U.S. Library of Congress. The basis for selection is a computer "profile" of subject areas covered in our library, which is matched against the weekly MARC II data base. The printout material thereby isolated from the original data base is useful in cataloguing, and helps in the selection of items for purchase by the library. The second tape service, Social Science Citation Index, provides a similar regular coverage of journal articles of potential interest to Departmental researchers. It allows a biweekly search of material found not only in journals devoted specifically to industrial relations and economics, but also in journals that, though not specializing in these fields, occasionally carry articles of interest to economists and industrial relations researchers.

The library staff have compiled about two hundred and fifty bibliographies on subjects most often dealt with in reference work. The bibliographic references are stored on magnetic "cards." New coded and magnetically stored references can be added in appropriate places on a given bibliographic record, and an updated bibliography can easily and quickly be produced from the coded card using an automatic typewriter. Through regular revision of bibliographies in this way, it is possible to keep the entire collection up to date.

In 1972, a library user questionnaire was designed to obtain a highly detailed profile of the research interests of Departmental clientele. Users were asked to select subject headings of greatest relevance to their work from a list of headings used in cataloguing and indexing in the previous year. The library plans to carry out similar studies on a regular basis to help tailor library support to changing research requirements and to obtain users' evaluation of various library services.

Unique Collection

The library has a rather unique collection of Canadian and American Labour Union Proceedings of the AFL, CIO, AFL/CIO, Trades and Labour Congress of Canada, CCL, CLC, and CNTU (virtually complete), which is kept up to date. Among our holdings are copies of all Labour Canada publications, ILO published reports, U.S. BLS Bulletins and Reports, and almost all Canadian Royal Commissions' Reports as well as the more important British and American commissions of inquiry reports dealing with labour matters. The library also owns a number of rare historical volumes dating back to the 1800's.

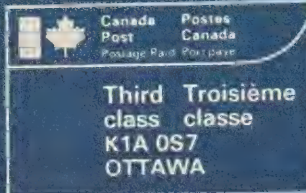
The aim is to make the library a pleasant as well as profitable place to visit. Labour and industrial relations may sound dull, but it covers a wide spectrum of subjects such as psychology, behavioral science, economics and sociology. This indicates the diversity of the material available in the Canada Department of Labour Library.

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Editor-in-chief: W.S. Drinkwater
Editor, The Labour Gazette: George Sanderson
Editor, La Gazette du Travail: Oswald Mamo
Production: J. Harold Brazeau
Design: Banfield, Ottawa.
Photos: N.F.B., Public Archives

Price \$1.50

R 187 S 1276 032356-
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Ottawa, K1A 0S7 Canada



the labour gazette

october 1975



the labour gazette

Monthly Journal Canada Department of Labour

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THE LABOUR GAZETTE and LA GAZETTE DU TRAVAIL are published monthly by the Canada Department of Labour, Public Relations Branch.

CORRESPONDENCE — Address letters dealing with editorial matters to the Editor, The Labour Gazette, 340 Laurier Ave. W., Ottawa K1A 0J2.

SUBSCRIPTIONS — Canada: \$5 a year, single copies 60 cents; all other countries: \$7 a year, single copies 75 cents. Send remittance by cheque or post office money order, payable to the Receiver General of Canada, to Information Canada, Publishing Division, Ottawa K1A 0S9.

CHANGE OF ADDRESS — Send the new address, together with the previous address label, to Information Canada, Publishing Division, Ottawa K1A 0S9.

INDEXED IN: Canadian Periodical Index, Index to Canadian Legal Periodical Literature, Public Affairs Information Service Bulletin, and Work Related Abstracts.



**Labour
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Celebrating 75 years of service
Au service des Canadiens depuis 75 ans

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The bill sets down minimum requirements for member participation in union decisions, and defines procedures for arbitrating grievances. The new agency would supervise secret voting, which workers would use to choose their union affiliation.

The commission is to be abolished and its members are to form a committee to work out solutions to differences arising from the application of a province-wide decree on wages and working conditions. Representatives of unions and employers, would sit on the committee as they did on the commission, and any dispute not settled by agreement among the committee members would be settled by edict handed down by the construction agency.

The bill would also give the agency the power to control hiring, but it would not abolish union hiring halls. The Cliche commission report has identified job placement as the basic problem in the industry, and had recommended that the union hiring halls be scrapped.

The Cliche report also recommended that only a union representing 75 per cent of the workers be allowed to negotiate or sign a collective agreement. However, the government has proposed no change in the status quo that allows a union representing 50 per cent to sign. The Québec Federation of Labour says it represents 72 per cent of construction workers.

Steelworkers Use Computer

The United Steelworkers of America had computer help on hand when they opened their most recent round of negotiations with the International Nickel Co. of Canada.

They set up a portable link with a computer centre in the Toronto hotel

where negotiations were under way in order to be able to calculate quickly the value of benefits they were negotiating for 15,900 employees in Sudbury and Port Colborne.

It is believed the first time in Canada that a computer link has been set up at the actual site of labour negotiations.

Professional Job Openings

Job openings in Canada for executives, accountants, engineers, scientists and other professionals "levelled out" during the second quarter of 1975, according to the Technical Services Council, a Toronto-based non-profit placement and personnel counselling service.

The TSC's quarterly survey of 1,500 employers across Canada found professional job vacancies down 1 per cent compared to three months earlier, and down 19 per cent from June 1974. The survey is confined to openings in industry and business.

The service found that slow sales in the furniture, home entertainment, appliance and automotive industries, as well as poor copper prices, caused many layoffs.

Coke Ovens And Cancer

The *Hamilton Spectator* says a major U.S. study has concluded that emissions from steel industry coke ovens cause and contribute to cancer. This is believed to be the first time that representatives of industry, labour and government have agreed unanimously that the emissions cause cancer.

A report by Charles Ross, a staff writer, says the Hamilton daily has obtained a copy of the report by the

Standards Advisory Committee on Coke Oven Emissions, which is now before the U.S. secretary of labor, whose department set up the committee.

Ross says the committee makes several recommendations to control emissions and lessen the health hazard to workers. One would allow workers who could prove their health was seriously endangered to demand that they be removed from the coke oven areas without loss of pay or seniority. And if there were a dispute over a worker's condition between his doctor and company doctors, an outside doctor could be brought in for a final ruling.

Until now, studies on the health of coke oven workers, both in the U.S. and Canada, have concluded that the risk of cancer is several times higher than normal, particularly for those who spend five years on top of the ovens.

But the nine members of the standards committee have gone farther by agreeing "that an agent or agents in coke oven emissions are causative and/or major contributory factors in the introduction of cancer."

The committee also singled out one chemical, benzopyrene, as possibly the most potent agent, and fixed on it as a means of measuring recommended emission controls. However, the three industry representatives, in a minority report, said they believe engineering controls should be discretionary, rather than follow detailed standards and guidelines laid down by the committee.

Industry and union representatives on both sides of the border are waiting to see what action the U.S. government takes on the report. In Hamilton, Local 1005 of the United Steelworkers of America has submitted 20 claims for benefits for ailing coke oven workers or for their widows or dependants. This follows a decision of the Ontario Workmen's Compensation

Board earlier this year to award a pension to the widow of an Algoma Steel Corporation coke oven worker who died of cancer.

Québec Miners Compensated

The Québec National Assembly has passed legislation giving miners who are refused a government work permit because they suffer from asbestosis or silicosis the right to 90 per cent of their take home pay as compensation. They could also be eligible for lump sum payments of up to \$30,000.

Before the legislation was passed late in June, regulations were already in force ordering doctors to withdraw work permits from miners with symptoms of the lung diseases.

Miners previously had been compensated only when the Workmen's Compensation Board ruled that they were incapacitated and their monthly benefits were scaled to the degree of impairment, to a maximum of \$9,000 a year. Under the new law, they'll automatically get \$9,000 a year as compensation for the loss of the right to work. Former miners previously awarded compensation for lung diseases will get increased benefits and possibly lump sum payments if their condition has since worsened.

Miners denied work permits because they are susceptible to asbestosis or silicosis are to be paid \$1,000 compensation unless their employer transfers them to a job with equivalent pay in a safe area.

Workmen's Compensation Benefits increased

Changes in Ontario's Workmen's Compensation Act, effective July 1, give injured workers higher benefits:

- Maximum earnings covered have risen from \$12,000 to \$15,000 a year, raising the maximum weekly compensation to \$216.35 from \$173.04. The change applies to accidents that occurred both before and after July 1, but only relates to benefits payable for temporary or permanent disability after that date.

- Minimum compensation for permanent total disability has been raised to \$400 a month, with proportionate increases in minimums for partial disability. The minimum for temporary total disability has been raised from \$55 a week or earnings if less, to \$90 a week or earnings if less.

- The 1974 escalation clause for permanent disability pensions will apply to continuing temporary disability payments effective July 1, 1975, based on pre-accident earnings in past years. This provides an escalation of 4 per cent for 1973, 4 per cent for 1972 and 2 per cent for each prior year since the accident, with a maximum of 60 per cent.

- Disability pensions awarded for accidents prior to 1975 will be escalated effective July 1, 1975 by a further 10 per cent for the year 1974.

- This additional 10 per cent escalation will also apply to temporary disability pensions based on pre-accident earnings in prior years for benefit after July 1, 1975.

Dependency pensions will also rise by 10 per cent effective July 1, 1975. A widow's pension rises to \$286 a month, a dependent child's to \$77 and an orphan's to \$88, all regardless of the date of accident. The burial allowance rises from \$500 to \$600, and the initial lump sum payment to a widow for incidental expenses also rises from \$500 to \$600.

- A specific provision has been made for supplementary permanent disability awards for workers whose actual

impairment of earning capacity is significantly greater than that recognized by the schedule of percentages of impairment of earning capacity.

- The clothing allowance for wear and tear caused by upper and lower prosthesis is extended to back and leg braces provided by the board for permanent disability.

Coverage under the Act has been extended to auxiliary members of police forces and to people who help in search and rescue operations at the request of and under the direction of a member of the Ontario Provincial Police. Provisions for personal coverage of employers, executive officers and independent operators have been combined under one section. And new provisions have been made for penalties on employers for failure to report accidents or claims promptly.

New Health Policy

The Nova Scotia government has adopted an occupational health policy based on "re-education and improved awareness" rather than on the application of restrictive legislation and regulation through "policing."

A June 25 announcement said the objective of the health department's preventive, advisory and consultative service to industry and occupational groups will be "to control, reduce, and ultimately eliminate health hazards at work."

The department intends to encourage the development of occupational health services and practical programs within industry to improve the health status of all employment groups. It will also assist other government departments and agencies in occupational safety matters.

New Safety Board

A provincial task force has recommended that Québec's Workmen's Compensation Board be replaced by a more powerful "job safety board" that would emphasize preventing industrial accidents and rehabilitating their victims rather than simply giving the traditional cash indemnity.

The task force, under the chairmanship of Alphonse Riverin, a former president of the University of Québec, also recommends that responsibility for industry safety, now scattered among many departments and agencies, be concentrated under the new job safety board that would administer a consolidated safety code.

The present Workmen's Compensation Board commissioned the study in April 1974, at the request of Labour Minister Jean Cournoyer. It will now be studied by the Workmen's Compensation Board's advisory board, which has representatives from employer groups as well as the Québec Federation of Labour and the Confederation of National Trade Unions.

The report says safety committees grouping employers and workers should be set up in all companies. It also wants more research into job-related illness by a team of doctors, chemists, biologists, engineers, psychologists and sociologists, coordinated by the Job Safety Board.

Arbitration Costs

A veteran U.S. arbitrator says the parties themselves are often to blame for the high cost of arbitration, and he suggests some ways the cost can be reduced.

One way, according to Sidney L. Cahn, is for the parties to fix the limits of testimony to be introduced during the

hearings by agreeing on the precise issue to be resolved. This, he says, usually restricts or eliminates the attempt by one or both parties to offer a "blunderbuss" approach to the introduction of testimony "in the hope that some element, whether or not it is material to the grievance, might influence the arbitrator."

Cahn, an attorney who has been an arbitrator for more than 30 years, also refuses to accept testimony concerning what was said and done during grievance meetings. He says one reason is that the prime purpose of grievance meetings—enabling the parties to try to adjust their differences—would disappear if either party believed that such an attempted adjustment or offer of settlement would ultimately be related to an arbitrator.

"Accepting such testimony invariably leads to a conflict of versions of what actually occurred or what was said which in turn leads to the calling of witnesses, introduction of documents, and so forth, with the concomitant useless expenditure of time, money and effort and the impairment of the relationships between the two parties."

Cahn's comments appear in an article in the June 1975 *Monthly Labour Review*, published by the U.S. Labor Department.

Joint Management Rejected in U.S.

The idea of worker co-determination or joint management is spreading in Europe but it has few takers in the U.S. An article in the U.S. magazine, *Business Week* describes co-determination as "anathema to both corporations and unions."

In Sweden and several other European countries, not only are unions represented on the boards of corporations through co-determination

laws, but they also exercise some veto powers over management through local works councils. Usually the councils are joint labour-management groups that act on labour relations matters.

Interest in the idea was shown by workers' delegates from several non-European countries to the International Labour Organization meeting in Geneva in July, including Canada, Algeria, Mexico and India. But a resolution that the ILO promote worker participation throughout the world was opposed by employers and died in committee.

The U.S. position was made clear at a UN symposium last year. William Winpisinger, general vice-president of the International Association of Machinists, says that, beyond bargaining for limits on management rights in such areas as reducing work crews, "there is no major perceptible demand by American workers today for participation in the decision-making process."

U.S. unions are often stronger at the shop level than European unions, and they believe their adversary bargaining with rank-and-file input is "worker participation at its best," says *Business Week*.

The article quotes Nathaniel Goldfinger, AFL-CIO research director: "The Europeans have been confronted by the lack of collective bargaining and often a lack of effective unions at the plant level. They are trying to make up for this in such manner as they can."

U.S. unions feel that representation on the board would create a conflict of interest and compromise the union. "You must be on one side or the other to maximize your effectiveness," says Winpisinger. "That is the way we will continue to do it in the U.S. for a long time to come."

Workers on the Board

The Economist says worker representation on the boards of British companies may be a reality by 1977.

The government is setting up an inquiry to advise it on legislation to make this possible. *The Economist* says the proposed industrial democracy bill would not make worker-directors compulsory, however, because many unions oppose them. The Trades Union Congress is officially in favour of 50 per cent of company directors being elected by unions.

The government is already going ahead with another form of industrial democracy by introducing agreements to provide for voluntary consultation by unions, managers and ministers on long-term planning in major companies. Such agreements would cover such subjects as sales, exports, investment, productivity, consumer and community interests and industrial relations agreements.

Swedish Worker-Directors

Sweden's three-year experiment with worker-directors has been well received by employers and employees alike, according to two surveys.

The measure, which permits two worker-directors in limited companies with more than 100 employees, is now in its final year, but it is expected to be extended indefinitely, although with some amendments, when the trial period expires next June.

The magazine *Veckans Affärer* found that 66 per cent of more than 50 employers it interviewed feel that the worker-directors' contribution is positive, while only 7 per cent view their role as negative.

These findings support those of the official *Statens Industriverk*, which says

that the worker-directors have improved industrial relations, and are increasingly taking initiatives in marketing and production.

The surveys are reported in *Industrial Relations Europe*, a monthly publication of Management Centre Europe in Brussels.

New Ontario Labour Laws

The Ontario legislature has passed amendments to the Ontario Labour Relations Act that make it easier for unions to obtain certification without a vote but hit hard at illegal walkouts by giving the provincial labour relations board power to issue cease and desist orders enforceable under jeopardy of contempt of court.

The amendments reduce to 55 per cent from 65 the membership required for automatic certification, but they increase to 45 per cent from 35 the membership required to obtain a representation vote. They also provide for certification without a vote where violations of employee rights guaranteed by the act would not permit the true wishes of the employees to be disclosed by the vote.

Arbitrators will welcome two long-sought amendments. One removes arbitration board decisions from review by the courts except if there are allegations that the board has exceeded its jurisdiction. The other gives arbitrators authority to extend time limits for launching grievances and bringing them to arbitration.

Where dismissal or discrimination for union activity is alleged, another amendment puts the onus on the employer to prove otherwise.

Other amendments empower the labour board to investigate any complaint of a contravention of the

labour act; provide for voluntary dues checkoff; prohibit discrimination by a union against persons seeking entry into the bargaining unit, where the union controls the hiring; and give the labour minister the right during a prolonged strike to require a union to put an employer's last offer to a ratification vote.

The amendments, aimed at giving the provincial labour department a more positive role in promoting industrial peace, permit the minister to assign a special officer to assist the parties during the term of a collective agreement. It also provides for appointing representatives from labour and management to a Disputes Advisory Committee to help deadlocked parties reach agreement.

The amendments also extend the right to organize to dependent contractors—"a person, with or without a contract, and whether or not furnishing his own tools, vehicles, equipment or machinery, who performs work or services for another person for compensation on such terms that he is in a position of economic dependence." Managers of milk stores owned by some large franchise companies could seek union affiliation under that amendment.

Second Quarter Wage Increases

Union-negotiated wage increases during the second quarter of 1975 were higher than in the first quarter.

The 144 major settlements in the second quarter produced average annual increases in base rates of 18.8 per cent in compound terms. This compares with average annual increases of 16.9 per cent in both the first quarter of 1975 and in the 12-month period ended June 30, 1975.

The Canada Department of Labour figures are based on an analysis of

collective agreements covering 500 or more workers in industries other than construction in both federal and provincial jurisdictions.

Québec Establishes Human Rights Commission

Québec's national assembly has passed legislation establishing a seven-member human rights commission. It will report to the legislature once a year and make special reports on urgent matters. Also appointed was a new deputy minister of labour, Gilles Laporte, a former labour department conciliator who has been a special adviser to the labour minister since 1973.

Guaranteed Annual Income

The Canadian Labour Congress has reiterated its request for an "adequate guaranteed annual income" program, but says this should not be brought about by integrating or merging social insurance schemes with income-support and welfare measures.

"The Congress can support a guaranteed annual income that is intended to integrate and merge the income support programs into a rational system to help the less fortunate members of the Canadian community," the CLC said in response to the federal government's Working Paper on Social Security.

"We do and will oppose, however, moves on the part of this government to dismantle the social insurance schemes that workers, through their organizations, have fought to develop over the years," the CLC added in a memorandum to Marc Lalonde, Minister of National Health and Welfare.

The CLC said "events of the past year" indicate that "it is the intent of

the federal government, in consultation with the provinces, to integrate or merge the social insurance schemes with the income support and welfare measures."

The submission urged that the federal minimum wage be increased immediately to \$3, and that it be indexed to the consumer price index.

U.S. Conflict with ILO

The U.S. has decided to set up a task force to examine its relations with the International Labour Organization. The move comes after the U.S. workers' delegation walked out of the ILO's annual assembly when the meeting admitted the Palestinian Liberation Organization to observer status.

For some time U.S. labour leaders and congressmen have complained about the increased "politicization" of the ILO.

AFL-CIO Wants U.S. to Quit ILO

U.S. News and World Report says the AFL-CIO wants the U.S. to withdraw from the International Labour Organization, and has asked the government to give the required two years' notice.

The ILO was founded in 1919 as an instrument to raise the status of workers and peasants throughout the world, and Samuel Gompers, the founding father of the AFL, helped set it up. But the AFL-CIO feels the ILO has strayed from its original goal since the Soviet Union joined it in the 1950s, and has become "a forum for long-winded denunciations of capitalist economies."

The AFL-CIO antipathy was increased

when the Palestinian Liberation Organization was admitted to the ILO's last annual meeting as a non-voting participant.

Representation in the ILO is tripartite—governments, employers and employees—and most observers feel continuing U.S. involvement in it would be meaningless without support from the AFL-CIO.

The U.S. provides one-quarter of the ILO's annual income.

Unions Endanger Minorities

The once-close relationship between minority groups and organized labour in the U.S. is being severely tested in a battle over unions' seniority system, according to an article in *The Christian Science Monitor*.

"For many minority groups, the union tradition of 'last-hired, first-fired' has meant that gains made in hiring have been nearly wiped out when economic hard times hit and layoffs began," writes Ed Townsend, the newspaper's labour correspondent.

He says the AFL-CIO does not intend seniority to be undermined to provide jobs for minority workers. But the National Association for the Advancement of Colored People has called on the government and the courts to ensure that recently hired blacks, women, and other minority groups are not deprived of jobs under the "last-hired, first-fired" policy.

Townsend quotes unidentified leaders of the association as talking of "many of our former allies" as digging in to "seek to reduce those very gains for which they helped us fight." And he says fights have erupted over demands by black picket lines to keep on newly-hired blacks and lay off whites with seniority.

B.C. Amendments Opposed

Government-proposed amendments to the B.C. Labour Code have prompted the B.C. Federation of Labour to express "non-confidence" in labour minister Bill King.

The provincial government's amendments would establish the B.C. labour relations board as the final decision-making authority in arbitration cases and would allow arbitration boards to ignore the exact language of collective agreements in making their decisions.

In other words, the arbitration boards would not need to be bound by a strictly legal interpretation of the issue in dispute. The boards would be empowered to rectify a collective agreement "where it is established that the written agreement does not accurately reflect the actual agreement made by the parties," and could "interpret and apply any Act intended to regulate the employment relationship of the persons bound by a collective agreement notwithstanding that its provisions conflict with the terms of the collective agreement."

Manitoba Minimum Wage

Manitoba's minimum wage for adult workers rose to \$2.60 an hour, from \$2.30, on October 1. Labour Minister A.R. Paulley said the increase was to offset the effects on weekly pay of a decrease in the workweek to 40 hours, from 44, that the legislature passed earlier this year.

Nova Scotia Minimum Wage

Nova Scotia's minimum wage for experienced adult workers rises by 25 cents to \$2.50 an hour on January 1, 1976. The minimum for inexperienced

employees and people under 18 goes up to \$2.25, and the maximum for logging and forestry workers with no fixed workweek goes up to \$490 a month.

Wildcat Strikers Face Prosecution

The Treasury Board is carrying out its threatened crackdown on public servants who strike illegally. It has received permission from the Public Service Staff Relations Board to prosecute 176 members of the general labour and trades group of the Public Service Alliance of Canada in the Toronto area for an illegal walkout last December. The board has also applied for permission to prosecute another 924 PSAC members in connection with the same series of walkouts.

Brewery Workers Form Union

Canadian brewery workers now have their own national union following a reorganization that has been under way since 1973.

On June 30, the International Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers of America adopted its new name—the Canadian Union of United Brewery, Flour, Cereal, Soft Drink and Distillery Workers.

The new union, which is affiliated with the Canadian Labour Congress, has 56 locals and 11,000 members from Victoria to St. John's, and a national headquarters in Toronto.

The reorganization started in November 1973, when the 15,000 U.S. members of the brewery workers union merged with the International Brotherhood of Teamsters, Chauffeurs,

Warehousemen and Helpers of America. Most of the Canadian locals objected to the merger and continued the operation of the international union in Canada.

New LIP Regulations

A \$150 million federal Local Initiatives Program is under way this fall, up from the \$96 million allocated to the program last year.

One change this year is that private companies as well as municipalities may sponsor LIP projects. Other changes: projects could start by November 3, a month earlier than last year, and the maximum size of an individual project is doubled to \$150,000.

LIP projects are intended to create jobs for unemployed people and to provide "worthwhile" community facilities or services.

EEC Seeks Jobs for Youth

A committee of the European Economic Community is studying several proposals aimed at providing badly needed jobs for young people.

During the past 12 months, unemployment has risen by 49 per cent among people under 25. That compares with an increase of 32 per cent for all workers.

Among the recommendations now before the standing committee on unemployment are a shorter workweek; longer paid holidays; more time off from work for education and retraining; recruitment programs for the public service particularly in education, nursing and police and fire departments; and welfare and environmental community programs.

Industrial Relations Europe, a monthly publication of Management Centre Europe in Brussels, says the measures have been publicly welcomed by employer and employee representatives on the committee "but privately both sides doubt the realism" of the proposals.

Swedish Work Clubs

Members of Sweden's trade unions have many opportunities to exercise their democratic rights, according to an article in *Current Sweden*, published by the Swedish Institute.

Its author, Karl-Olof Andersson, editor of the magazine *Fackföreningsrörelsen*, says the issue is important because of the strong political influence of LO, the Confederation of Swedish Trade Unions.

He writes that the labour movement is divided into 3,000 units that, in turn, are divided into tens of thousands of work clubs: "This fine-mesh organizational structure in itself guarantees member influence. Every individual member is entitled to put forward demands and proposals to the decision-making bodies by means of written motions. This right is freely used.

"Members' proposals are normally considered first by the work club to which the proposer belongs. If the majority of those present at a club meeting support the demand, it will be forwarded to the branch organization with the endorsement of the club as a whole. It will then be considered at a branch meeting. If it then obtains the backing of the majority, it will be passed on to the decision-making body of the union as a whole, normally the trade union congress, as the proposal of the branch local.

"Finally it can go forward to the LO Congress, where it will receive the backing of the whole LO if adopted.

"Even if neither the club, the branch organization nor the union supports the demand put forward by an individual sponsor, it can go forward to the supreme decision-making body if the sponsor himself wishes."

The article says the majority of the important demands put forward by LO and the trade unions to government and employers in recent years have emerged as direct demands put forward in motions submitted by individual members.

The LO also sends copies of proposed legislation to union locals for comment by individual members, and 85,400 workers commented in this way on draft proposals for a new industrial safety Act presented in 1973.

The article says it is expected that 150,000 workers will participate in discussion of proposals for industrial democracy put forward by a commission at the beginning of this year.

Just before the two most recent rounds of central wage negotiations, LO polled a statistical sample of 10,000 members on the kind of agreement they wanted.

The article says a large majority favoured a policy of "wage solidarity," which implies that the biggest increases should go to the lower-paid workers.

The author points out that these forms of direct participation are in addition to the influence members exert through their elected representatives.

Discrimination Pay

A decision by the U.S. Supreme Court has broadened the right of workers—and job seekers—to collect back pay from employers after they have been

denied jobs or promotions because of race or sex.

The court ruled on June 26 that victims of discrimination are entitled to back pay even though the discrimination was not intentional.

The judgment said the fact an employer tried to correct the discriminatory practices is not reason for refusing back pay: "A worker's injury is no less real simply because his employer did not inflict it in 'bad faith'."

Black employees at the Albemarle Paper Company pulp and paper plant at Roanoke Rapids, N.C. had obtained a ruling from a lower court that they had been discriminated against. But the lower court had denied back pay on the grounds the company had tried to hire more blacks and get them into higher paying jobs since 1964.

ILO and Public Servants

The International Labour Organization at its July convention in Geneva, decided to seek an international agreement on the right of public servants to organize into unions.

The agreement would cover all public service officials except police and the armed forces.

Picket Legislation

The U.S. House of representatives has passed a bill to permit unions to picket construction sites, a major goal of organized labour since 1951. The bill is also expected to pass the Senate.

Building-trades unions have been prohibited from picketing multi-employer construction sites by a Supreme Court interpretation of the law dealing with secondary boycotts.

Britain Fights Inflation

The British Parliament has passed pay-freeze legislation aimed at fighting inflation. Prime Minister Harold Wilson says that inflation—which has been as high as 26 per cent a year—will be reduced to 10 per cent by next summer and to less than 10 per cent by the end of next year.

The legislation freezes the wages of all people earning about \$20,000 a year or more and won't allow anyone else an increase higher than \$13.80 a week during the 12 months ending Aug. 1, 1976.

This would work out to an average increase of about 10 per cent to

British workers, with lower-paid workers getting more than 10 per cent and higher-paid workers less. Employers, however, may pay less, if they can negotiate smaller increases.

Walter Reuther Library

Wayne State University has dedicated a new library of labour and urban affairs in Detroit in the name of Walter P. Reuther, former head of the United Auto Workers. The dedication comes just five years after Reuther's death. The library will house one of the most comprehensive labour archives in the U.S.

Shime Appointment

Owen Shime, a Toronto lawyer, has been named chairman of the Ontario Public Service Relations Tribunal, which deals with relations between the provincial government and its employees. The tribunal is to be restructured to provide representation from both sides under amendments to the Crown Employees Collective Bargaining Act.

Shime is a former vice-chairman of the Ontario Labour Relations Board. He recently mediated contract disputes between school boards and their teachers in Ottawa and Thunder Bay.



"Our incentive plan is quite simple—work hard or get fired!"

CIRRI Conference

Collective Bargaining Trends in Education

by Sharleen Bannon

Public School Teachers

Canadian public school teachers in all but one province now have the right to strike and to bargain collectively. Mass resignations, work stoppages, and work-to-rule campaigns in some Ontario centres during the past year focussed attention on the most recent case of teachers gaining these rights.

The teachers' disputes with local school boards and the provincial government sparked impassioned debates throughout Ontario about teachers' "professional responsibilities" to school children and taxpayers. Similar controversy has arisen in other provinces whenever teachers have threatened to close schools to back their demands for more pay and better working conditions.

The evolution of collective bargaining among Canadian public school teachers was a major topic of discussion at this year's annual conference of the Canadian Industrial Relations Research Institute (CIRRI) held in Edmonton.

There was general agreement among conference delegates with the description of Canada's educational system in the federal government's 1968 Task Force Report on Collective Bargaining by Canadian Public School Teachers, which says, "there is not one but ten educational systems in Canada—each with its own philosophies, policies and programs." Each province also has a different collective bargaining system for its

teachers, and teachers' organizations across Canada are not necessarily in agreement with each other's aims and philosophies, and they don't necessarily share the same attitudes towards collective bargaining models.

Author of the task force report, J. Douglas Muir, now a professor of industrial relations at the University of Alberta, briefly reviewed some of the trends in the evolution of collective bargaining among teachers during the eight years since his report was published.

"Collective bargaining has become a part of the economic life of teachers in Canada. In addition, the use of the strike when necessary to enforce bargaining demands is rapidly becoming a part of this economic way of life. The features differentiating teachers' associations from trade unions are diminishing as we move through the 1970s. It is expected that

The features differentiating teachers' associations from trade unions are diminishing as we move through the 1970s

these differentiating features may be all but eliminated by the end of this decade.

"Teachers themselves appear to have matured in their approach towards the concept of collective bargaining. They no longer seem to be embarrassed by the fact that they bargain collectively, and the 'professional' versus collective bargaining conflict appears to have been generally resolved."

Muir noted with some distress, however, that the francophone Québec teachers' union—the CEQ (Centrale de l'Enseignement du Québec)—"stands to challenge the entire existing political and social system in Québec" and that "it sees itself in the midst of a struggle that it views as a class conflict."

"I would speculate that we might find the CEQ taking stands on more social and political issues. I would find it quite disturbing if the CEQ were to close the schools by calling a politically-motivated strike every time it disagreed with the government's social or political policies."

He attributed this militancy among French-speaking teachers to the peculiar social and political climate in Québec and to the teachers' opposition in 1967 to Bill 25, which ordered the then striking teachers back to the classrooms, removed their right to strike, and imposed province-wide bargaining.

Muir predicted that Bill 95, which alters the bargaining structure for Québec teachers by requiring the

parties to agree as to which items are to be negotiated at regional or local levels, will serve to decentralize the highly-centralized Québec bargaining structure.

Ontario is the most recent and one of the last provinces to give teachers the right to bargain collectively and to strike, but Muir pointed out that it is curious that the June 1975 bill grants the teachers the right to strike although the teachers' federation did not request it, the Reville ministerial committee did not recommend it, and the trustee council opposed it.

He expects Ontario will experience a few years of teacher-trustee turmoil before the parties mature into their new bargaining relationship.

In British Columbia, he said, there is now more involvement by the teachers' federation in local negotiations and an increasing "regional consistency" in salary settlements.

Although he sees the situation of teachers in B.C. this year as being much the same as it was in 1967, he noted "a growing restlessness which

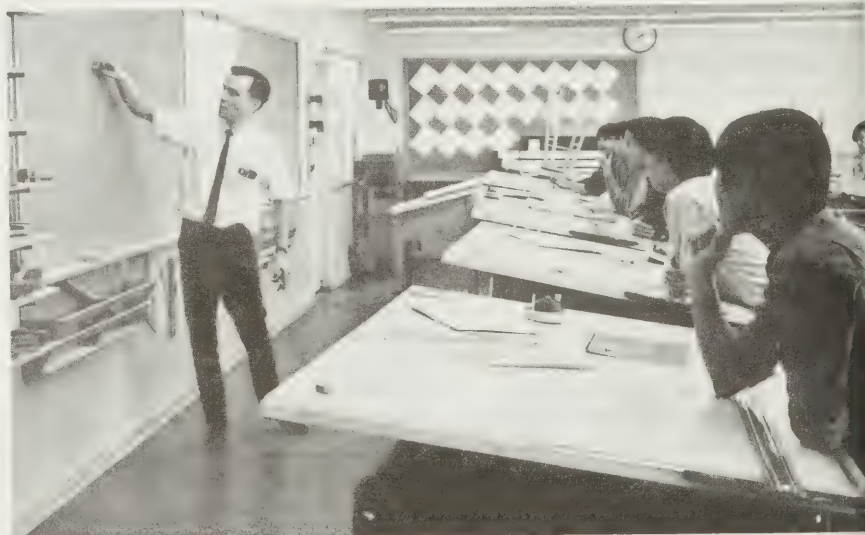
may in future develop into a call for the use of the strike or other forms of direct action."

For Alberta teachers, Muir said the most significant change since 1967 has been the move toward regional bargaining from the former practice of local-level negotiations. He noted also that Alberta teachers were among the first teachers in Canada to embrace the collective bargaining model and to view themselves as a "union."

In Saskatchewan, province-wide bargaining has been imposed on teachers, against their will, since 1972. Continued pressure from teachers for a return to a more decentralized bargaining model is likely to continue, he added.

He noted little change in the Manitoba situation since 1967. Teachers still prefer to bargain at the local level, with little or no involvement by the provincial teachers' association.

Newfoundland teachers gained the right to strike and to bargain collectively in 1973, but in Prince Edward Island, teachers are specifically excluded from that



In most provinces, teachers have had a long, hard fight to win the right to bargain collectively

province's labour code and are not permitted to strike or bargain collectively. Despite the pattern in other provinces, Muir said he does not expect P.E.I. teachers to press for these rights in the near future; they seem content with the present system.

Nova Scotia teachers won the statutory right to strike last year, while those in New Brunswick seem satisfied with their status under that province's Public Service Labour Relations Act, he said.

Marc Lapointe, chairman of the Canada Labour Relations Board, outlined some of the major collective bargaining issues that he thinks teachers, as relative newcomers to this mode of labour relations, must face up to.

An honest appraisal of their self-image is important if they are to become a credible group within the collective bargaining system, he believes. He seemed less convinced than Muir that teachers have abandoned what he termed "the myth of professionalism."

Lapointe urged teachers who still regard themselves as "professionals," to regard themselves in a more realistic light—as employees facing a specific set of problems in the current economic climate.

"The fight of the industrial worker for wages and working conditions is also the fight of teachers," he said, blaming the myth of professionalism for having made teachers ineffectual at the bargaining table for so long.

In addition to criticizing teachers for regarding themselves as professionals, Lapointe blamed some provincial governments for perpetuating this myth by enacting special legislation such as "school acts" to govern teachers rather than making one labour code applicable to teachers as well as other workers.

On the subject of school boards, Lapointe called for a reappraisal of



Public school teachers have collective agreements in all provinces except P.E.I.

their role by both teachers and provincial governments. He suggested replacing boards of trustees with regional school administrators, but warned that the struggle between the province and local boards over what happens in schools, is far from over.

On another issue, he blamed teachers in some provinces, particularly Ontario and Québec, for being so fractionalized and called for an end to separate associations for high school

he is to be included with teachers in collective bargaining units. He suggested principals should be excluded because they often act as school administrators rather than as teachers. In his opinion, the myth that the principal is the "principal teacher" should be abandoned, if in fact he does not function as a teacher.

Lapointe warned that if teachers and principals don't decide these matters among themselves before they reach the bargaining table, arbitrators will decide for them, causing an even greater rift between principals and teachers. He also advised that such decisions as whether or not the whole group would go on strike to support the demands of a small department within a school should be decided by teachers before their negotiator goes to face the employer.

He lambasted teachers for delegating all responsibility for their collective agreements to "professional negotiators" hired to do their bargaining. Teachers must realize that most of the negotiating must be done among their own membership before they even reach the bargaining table, he stressed.

The fight of the industrial worker for wages and working conditions is also the fight of teachers

and primary school teachers, men's and women's associations, and Catholic and non-sectarian groups. Until teachers settle their differences among themselves, he predicted they will not make much headway at the bargaining table.

Lapointe also urged teachers to reappraise carefully, the role of the principal and to decide whether or not

Lapointe warned teachers that their negotiators do not have a "magic wand" to solve all their problems for them at the negotiating table. "There is no magic solution to the complex problems of collective bargaining that gives either side all it wants. After all, collective bargaining is based on an adversary system."

Lapointe attributed much of the dissatisfaction with teachers' wage settlements awarded by arbitration boards to the fact that there are so few arbitrators and conciliators trained

As soon as we develop a good arbitrator who awards three successive decisions on one side, we assassinate him

to deal with disputes involving teachers.

"In Canada we have no scientific system to select, train, and identify people as arbitrators. We have a trial-and-error system in which arbitrators

are mostly old judges or so-called labour relations experts. "As soon as we develop a good arbitrator who awards three successive decisions on one side, we assassinate him."

He contends that the United States' system, which trains arbitrators and maintains a permanent panel supported by both sides, is one step ahead of Canada in this area of labour relations. The adoption of such a system in Canada would do much to assist the collective bargaining process in the education sector, and other areas, he concluded.

University Professors

An increasing number of university professors in Canada are forming unions and a great many more are contemplating doing so. Already the CEGEPs and most of the French-language universities in Québec have faculty unions as do most community colleges in the rest of the country.

Several university faculties have recently received certification while others are seeking it, and at least four are already governed by collective agreements. [L.G. Aug. '75, p.503]

Job security and higher wages are among the reasons university academics are joining their fellow white-collar and blue-collar unionists at the bargaining table.

Some professors, however, feel they have an additional important question to explore before they opt for unions: will collective bargaining adversely affect their academic freedom and traditional role in the university?

This and other implications for Canadian universities if professors

form unions were discussed at the annual Canadian Industrial Relations Research Institute (CIRRI) conference in Edmonton.

In an attempt to explain why professors are turning to collective bargaining, Mark Thompson, acting director of the Institute of Industrial Relations at University of British Columbia, told the conference faculty members are searching for an alternative to the crumbling "impersonal paternalism" that has traditionally governed universities.

"Paternalism can operate only when there is an assumed community of interest between the employee and the employer," he said. He attributed the decline of paternalism to the economic climate in universities, which has all but destroyed the formerly harmonious employer-employee relationship.

When paternalism breaks down under economic pressures, he said, employers rescind some or all of their

customary obligations, including security of employment. As a result, collective bargaining is emerging in universities just as it did in industry during the 1930s.

Thompson suggested also that professors are exploring collective bargaining because it offers them an existing model with which they can identify, and has been successfully adopted by comparable professionals in public schools, community colleges, hospitals, and government services.

"What is good for workers should also be good for professors"

Hélène LeBel, vice-chairperson of the Canada Labour Relations Board commented that "managers and administrators are usurping professors' roles as managers of universities and are undermining the power base of faculty members."

She also said of collective bargaining that "what is good for workers should also be good for professors."

Academic freedom can be preserved only through collective faculty action because when cutbacks are made, faculty members should have an input into what programs, professors, and research programs should go, she believes.

Many academics live in sheltered university environments where their rights are not protected, she said. "They can no longer depend on the good will of the public and the benevolence of government and administrators to keep their influence and their jobs."

A dissenting view was expressed by H.D. Woods, professor of industrial relations at McGill University.

"Collective bargaining presents some real dangers to academic freedom on the campuses of Canadian universities—dangers that I believe should be recognized by the academic community". He described collective bargaining for faculty as "a malaise that is communicable and probably malignant."

He denounced the introduction of the union model for professors and called for the retention of faculty associations as being more suitable bodies for channelling professors' input into running the university. "A union participates in the legislating of rules, it does not manage. Staff associations, by contrast, are engaged in a much more fundamental, and perhaps more revolutionary, exercise than the unions in industry. They have in fact invaded all areas of the managerial prerogative. They have been engaged in blurring the distinction between academic staff and management in the universities."

Woods also contended that the university is different from industry in that "most universities are managed by their academic employees—departmental chairmen are chosen by the academic members of their respective departments.

"Collective bargaining has re-established the distinction between staff members as employees and as administrators. The very process that has for two decades been increasing the power and influence of the academic staff and weakening the authority of higher echelons has been arrested through the short-sighted actions of those engaged in the unseemly rush to join the march toward collective action against the bosses."

Woods suggested also that the motives of some faculty members who support the adoption of collective bargaining for professors are less than honourable. "Much of the impetus to unionization came from the fear generated in recent years by a levelling-off of registration, the decline in public support for further expansion of universities, and a partial collapse of the belief in university education as the door to material success.

"Academics labour under the myth that they are better than other workers and deserve to be paid more"

"It would be unfortunate indeed if the undesirable effects of unionization and collective bargaining on academic freedom should come about because of the insecurity of junior staff members."

Roland Penner, law professor at the University of Manitoba disagreed with Woods about the strength of faculty associations and warned that professors who think their rights are protected by these organizations are deluded. If it came to a test, the courts would be likely to reject their claims because they do not have binding collective agreements on behalf of their members.

Penner agreed with the ideas expressed by LeBel and added that there is a direct relationship between economic matters and academic freedom, and that the latter can best be guaranteed through collective agreements for faculty members.

David Beatty, director of the University of Toronto Industrial Relations Centre also disagreed with Woods' contention that collective bargaining would erode the fundamental academic integrity of universities.

"I am of the view that collective bargaining should not be perceived as a radical force intent upon challenging or undermining the historical purposes pursued or the basic principles subscribed to by the university community."

Beatty considers collective bargaining to be simply one available structure for decision-making, which is compatible with the generally-accepted ambitions and objectives of university faculties.

"Collective bargaining simply does not project any preconceived solutions to such issues as layoffs, non-renewal of term contracts, research assistance, and responsibilities, nor indeed to any other such issue of topical concern to faculty. Collective bargaining merely provides the process through which these goals and ideas that the faculty conceives as essential to a vibrant university concept, will be articulated and may be attained."

He also dismissed Woods' notion that collective bargaining would force the faculty to relinquish many of its traditional areas of influence.

"It does not necessarily follow that such issues as hiring, promotion, tenure, curriculum, admission requirements, teaching loads, teaching methods, research responsibilities and other traditionally 'academic' issues need necessarily be turned over to university administrators."

Also, Beatty does not share Woods' belief that faculty should retain its administrative function within the university. He characterizes "faculty managers" as incapable of exercising an objective and rational judgment on university issues where their faculty and administrator hats might lead them to opposite conclusions.

He also challenges Woods' notion of "academic freedom", saying that it is largely a myth in light of current economic realities. "Regardless of the model of decision-making under which the employer is constrained to operate, the distinction between 'academic' and 'economic' issues is an illusory and meaningless one. Every issue, including class size, teaching methods and loads, curriculum, sabbaticals, and research responsibilities has a price tag or an economic component to it."

In addition, Beatty sees collective bargaining as a protector rather than as a destroyer of academic freedom. "Ultimately, the ability of faculties to resist and forestall governmental intrusion on any of these fronts—academic or economic—will primarily be a function of their bargaining power."

Beatty also challenges Woods' notion that the university is a "community of scholars," and instead characterizes today's university as being riddled with "inherent tensions that divide the constituent estates within the university."

He does not fear this diversity of interest will destroy the university, however, and although collective bargaining is essentially an adversary relationship, he doesn't think it must be characterized by "acrimony and conflict."

He explained that professors in faculties with low "marketing power" can depend on their colleagues in the professional faculties and the university's "academic stars" to enhance the collective bargaining power of professors as a group within the university community.

Donald Carter, vice-chairman of the Ontario Labour Relations Board and a law professor at Queen's University, told the conference that although faculty members are aware of the need for collective action, many "haven't embraced enthusiastically, traditional collective bargaining procedures."

Like Beatty and Woods, he addressed the issue of faculty participation in the administration of the university, but saw the issue in slightly different terms. He said, that in some universities, faculty are turning to collective bargaining in order to gain some influence in administering the institution.

He believes that in the current economic situation the most formidable adversary relationship exists not between faculty and administration, but between the government holding the purse strings and the university community as a whole.

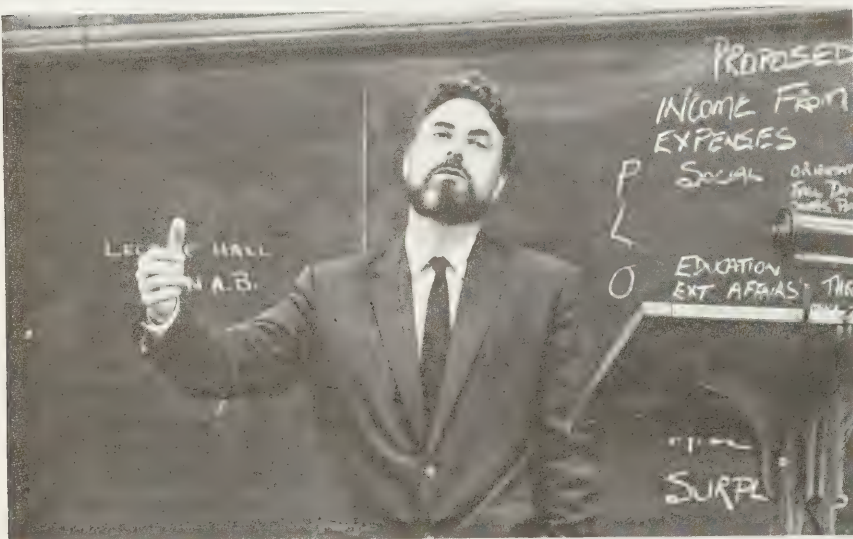
"Real bargaining is not likely to take place within the institution, but outside with government. Faculty and administration are allies who should form a common front against the true adversary, government." Like Woods, however, he is concerned about the possible disruption in traditional collegial authority if collective bargaining is adopted.

"Because of the idea of collegial authority, it is very difficult to determine where traditional managerial authority begins. Nevertheless, the conventional collective bargaining model requires that this type of distinction be made, and a managerial class be identified."

This identification may create a manager-employee dichotomy that could tighten the managerial structure and lessen the role played by faculty in the running of the university, Carter believes. In fact, he said, the university structure may have to be altered in order to mesh with the collective bargaining structure.

Despite the differences between professors and other groups of unionized employees, collective bargaining has to a large extent the same implications for both groups, he believes.

NFB



Labour leaders are urging teachers to cast off "professionalism" in favour of "unionism"

"As long as the majority of the bargaining unit members stand to gain financially, there is a tendency to ignore the fact that a small number of fellow workers will have to be laid off. Although this unpalatable choice is the result of governmental policies of financial restraint, and not collective bargaining, faculty through its bargaining agent might still be forced to make a conscious and uncomfortable choice between maintaining salaries and maintaining jobs."

Carter sees the concept of strictly-applied seniority in the traditional collective bargaining sense as potentially damaging to the university. He warns that if the seniority rule is strictly applied, post-secondary institutions could lose much of their vitality, because the flow of junior faculty into the university might be severely restricted. He also asked whether collective bargaining can deal effectively with the problems posed by the current threat to job security.

"At the present time, faculty appear to have no taste for strike action"

Although Carter indicated that the spread of collective bargaining in Canadian universities is inevitable, he said its appropriateness can be tested only by successful strike action.

He also questioned whether a confrontation between government and faculty would be to the advantage of the professors. He says many faculty members appear to regard the strike as unworkable because they would likely gain little public support, either because a large portion of the public would regard faculty as clearly overpaid, or because a large sector of the public would not care whether faculty withdrew their services.

"The fact is that at the present time, faculty appear to have no taste for strike action. If this is the case, then it is not possible for faculty collective bargaining to be anything more than an exercise in futility."

He also doubts the effectiveness of an alternative two-stage province-wide salary negotiating formula being explored by the Ontario Confederation of University Faculty Associations (OCUFA) and the Council of Ontario Universities (COU). The first stage of this system would involve the negotiation of a salary settlement endorsed by both OCUFA and COU. The second stage would involve the presentation of that recommendation to the provincial government.

Carter questioned the viability of such a system and asked what procedures would be invoked if an impasse were reached. He said "the second level of negotiations appears to be more an exercise in lobbying than collective bargaining."

Gilbert Levine, research director of the Canadian Union of Public Employees (CUPE), likened professors to "intellectual workers in an academic setting" and agreed with those who said collective bargaining will enhance rather than diminish academic freedoms. He gave as an example, CUPE's first collective agreement on behalf of professors, now in effect at Bathurst College in New Brunswick.

In it, academic freedom is spelled out as a contractual right. Professional civil liberties for the academic staff and complete freedom in the classroom to discuss a subject, are guaranteed, he said. The professor has the sole right to determine course content and has full freedom in research and publication, free from institutional censorship, discipline, harassment, and intimidation. Levine points out that these and many other rights are protected through grievance and arbitration procedures.

"Faculty will have to join forces with organized labour"

He added, however, that in order to become real unions, faculty associations—together with the Canadian Association of University Teachers—must join the organized labour movement.

"If academics expect to be effective bargainers, this cannot be done in isolation from the rest of the labour movement. Faculty will have to join forces with organized labour."

"What has in the past and what threatens in the future to divide and isolate university professors from organized labour is the fact that being middle-class and professional in outlook results in an elitist mentality. The result of this mentality is that academics labour under the myth that they are better than other workers and deserve to be paid more."

Their urge to unionize stems from "a sense of protectionism, not from a sense of unity and solidarity with other segments of the university labour force," Levine added.

"The faculty of Canadian universities....will not be permitted to protect their middle-class interest by crawling over the bodies of other staff. The only way this confrontation can be avoided is if the bargaining agents for faculty have the foresight to attain a broad community of interest with other staff, instead of remaining in elitist isolation. By joining labour, faculty will then become part of the real outside world instead of the perpetual world of Alice in Wonderland and Academia."

Jean Boivin, a professor in the Department of Industrial Relations at Laval University, said that faculty



University professors are threatened by the same economic pressures as the rest of the labour force

members at francophone universities in Québec have been the leaders in unionizing professors in Canada.

Faculty members at the francophone universities were among the first to recognize that increased government influence in the university could jeopardize their position of influence.

Boivin suggested that Canadian professors could look to the United States as well as to Québec for models of faculty unions. In the U.S. he estimates 20 per cent of faculty are unionized, a trend that started in 1966 and is particularly evident in government-funded institutions.

He noted that faculty unions in the U.S. tend to affiliate with one of three major groups, the AFL-CIO-affiliated American Federation of Teachers (AFT), which has 24 per cent of the

Faculty members at the francophone universities were among the first to recognize that increased government influence in the university could jeopardize their position of influence

faculty unions; the National Education Association (NEA), which has 34 per cent; or the American Association of University Professors (AAUP), which has 9 per cent. He predicted that these three organizations are likely to merge to form one national union of primary, secondary and post-secondary teachers. The faculty union at the University of Québec at Chicoutimi is the only Canadian university to adopt

this approach by affiliating with its province-wide teachers union, the Centrale de l'Enseignement du Québec (CEQ).

On the subject of collective agreements, Boivin said in the U.S. they tend to be much more detailed and specific than in Québec. In addition to outlining the rights, duties, and freedoms of faculty members, some U.S. contracts specify in detail criteria for judging faculty members' "academic performance." These include an assessment of the faculty member's classroom instruction, administrative duties, research, scholarly writing, student guidance, course and curricula development, creative works, and public and professional activities in the individual's field of specialty. In addition their classroom teaching can be assessed after the professor has been given 24 hours notice.

Boivin concluded from his studies of faculty unionism in Québec and in the U.S. that there has been a resolution of virtually all philosophical conflicts between collective bargaining for professors, and the aims and objectives of the university. He predicts the trend toward unionization of faculty in both countries will continue to grow.

Donald Savage, executive secretary of the Canadian Association of University Teachers (CAUT), seemed to sum up the discussion when he commented that "it's not a question of whether or not collective bargaining is here, but how it is to be used to solve existing problems now that it is here." [9]

Nova Scotia Committee

A Positive Force In Industrial Relations

by Jack Williams

The search for new ways to improve communication between labour, management and government warrants a look at the unique and long-established Nova Scotia Joint Labour-Management Study Committee. This group, in existence for 13 years, is a vehicle for lively and meaningful exchanges between labour and management. It has been effective in converting negative situations into positive action and has been a constructive influence in the formulation of the province's labour legislation.

The committee hasn't solved all of Nova Scotia's industrial relations problems, nor has it created a buddy-buddy relationship between labour and management representatives. Talk across the committee table is vigorous and at times the language is colourful, but there is a new degree of respect between these two groups, despite their opposing views.

Jack Williams, former public relations director for the Canadian Labour Congress, is a freelance writer.



Thomas Studio

Guy Henson, for many years chairman of the committee, says there are "serious differences and real aggravations, but these people have found they can talk creatively and constructively. A lot of the differences are more imaginary than real."

"A lot of the differences are more imaginary than real"

In one respect the Nova Scotia committee differs from most, if not all other, labour-management groups in

Canada. In Nova Scotia the "impartial" third party is a university agency, rather than a branch of government. Dalhousie University's Institute of Public Affairs is the catalyst that has brought labour and management together.

The university is careful to provide no more than essential housekeeping services, leaving as much as possible to committee members. The committee stays away from specific bargaining issues, feeling this is solely the affair of the parties directly involved.

Says committee chairman Kell Antoft: "The idea of the joint committee is to create some kind of consensus about the rules of the game, not to become involved in playing the game."

There is strong opinion in the province that the committee has helped to improve the industrial

relations climate. Here's a good example of how the Committee operates: Action of the Nova Scotia Labour Relations Board in issuing "cease and desist orders" in wildcat and illegal strikes had come under bitter criticism at the 1974 convention of the Nova Scotia Federation of Labour. Delegates described the practice as "a cheap form of anti-labour injunction" and instructed the executive to try to have the Board stripped of such powers.

The "impartial" third party is a university agency

The subject was raised at a meeting of the joint committee. Management representatives were opposed to a change, arguing that some form of mechanism was needed to get people back to work in illegal strike situations. But the discussion led to a consensus that illegal stoppages resulted from a failure of the normal grievance procedure—a breakdown in communications.

Both labour and management representatives agreed to recommend to the Board that when a "cease and desist" order was issued it should include a provision compelling the parties to meet at once to deal with the matter in dispute. This proposal was accepted by the Board and, as a result, what had been regarded by the unions as an anti-labour device has now been converted into a method for the speedy settlement of troublesome disputes.

In 1962, when the Committee was established, both labour and management were fearful of restrictive legislation. Judge A.H. McKinnon, a prominent Nova Scotia jurist who had undertaken a study of labour legislation for the provincial government, reached the conclusion that legislation alone could not solve

industrial relations problems. Rather, he said, there should be reliance on "the ability and capacity of labour-management representatives to mutually agree upon a satisfactory method to guide their relationship to a major degree without statutory regulations and control." This philosophy continues to define the committee's *modus operandi*.

The alternative, McKinnon warned, would be "more and more restrictive legislation to meet every demand and crisis until the conduct of labour-management relations is straight-jacketed into a code of laws . . . and true collective bargaining, which all labour enactments are intended to foster, is wholly eliminated."

It was in this atmosphere that Dalhousie's Institute of Public Affairs sponsored a labour-management conference in 1962. Dalhousie lays claim to being the first university in Canada, and possibly the third in North America, to work jointly with labour and management.

Although Nova Scotia in 1937 became the first province to adopt a Trade Union Act establishing the legal right to organize and bargain collectively, McKinnon, in his address to the first joint conference, cautioned: "In recent years there has been a strong tendency by statutory regulation to intrude into the field of decisions jointly arrived at by employer and employee, and to whittle away at the preserve that was originally intended to be within the scope of collective bargaining. It must be admitted that this intrusion, in many cases, resulted from urging and pressure by unions and employers, each seeking to improve their position.... Differences were accentuated, antagonisms deepened, and the breaches between employer and employee widened. The camel's head of restrictive legislation was allowed....into the tent, and there is now a danger that it may take over the whole tent."

Both management and labour saw and feared such a possibility, and this became a motivating force in the decision to form a joint committee based on three principles:

- The joint labour-management consultative approach is the only sound way to build good industrial relations in Nova Scotia.
- Workers have the right to organize for collective bargaining in the union of their choice.
- Investors are entitled to a fair return.

The primary key to the committee's operations was agreement on a moratorium on separate representations for legislative changes. This agreement later came under severe criticism from both sides, but essentially it remains in effect.

On a number of occasions there have been joint labour-management

The committee's course since 1962 has been far from smooth

representations to the government for changes. In some instances one party or the other has made representations, but with the full knowledge of and prior consultation with the other party. This has largely removed labour-management differences on legislation from becoming a matter of public confrontation.

But the committee's course since 1962 has been far from smooth. Its records indicate a movement from one crisis to another; but it has survived and appears to have emerged stronger than ever.

The most recent, and in some respects most serious, crisis occurred

The role of the committee came under review at the 1973 Federation of Labour convention

in 1973, when the government unexpectedly introduced changes in the regulations governing the certification of craft units. This was seen by members and supporters of the committee as undercutting its role. There had always been prior advice, and usually consultation, before such changes were introduced. The Nova Scotia Federation of Labour charged the government with knuckling under to the demands of multinational corporations, which had recently appeared in the province and were changing its industrial complexion. Because the new and larger corporations had their own industrial relations policies and techniques and were not ready to subscribe to the committee's co-operative approach, the role of the committee came under review at the 1973 Federation of Labour convention. It was decided to end the moratorium on representations for legislative changes, but to continue for the time being at least, to participate on the committee.

Ed Johnston, chairman of the committee's labour section, told the convention: "Through the consultative process provided by the joint study committee, labour can continue to get effective results—good for labour, good for the economy, and not bad for management, in fact good for that section of management willing to listen, to reason, and to consult with labour in a sensible way."

He added: "We set out to improve the institution of free collective bargaining—God knows it needed improvement—and we have succeeded in many ways. The success of the joint study committee is shown by the way the multinationals, the absentees,

and the local anti-union people in league with them, have set out to bypass it and destroy it."

But the committee was not destroyed. Management representatives joined with labour in protesting the legislative changes that the unions found so objectionable. Then, in what seems to be a characteristic manner, they went on together to formulate alternative regulations that were eventually accepted by the government.

About the same time, the committee underwent major reorganization. The chairman and key personality had been Dr. Guy Henson, director of the Institute of Public Affairs. He decided that the time had come for him to step aside, and the chairmanship was assumed by Kell Antoft, also associated with the Institute. Antoft has the advantage of previous experience as editor of a union paper, as a union trustee, and as owner and operator of a business. Both labour and management representation on the committee has changed and the committee is reassessing its role and activities.

The committee functions on a carefully structured basis

Labour representatives are named by the Nova Scotia Federation of Labour and report regularly to the Federation. Leo McKay, the Federation's executive secretary now heads the labour group on the committee. On the management side, three nominations are made by the Canadian Manufacturers' Association, two by the Nova Scotia Construction Association, and others by special invitation. D.A. Eisenhower, president of the Atlantic Bridge Co. Ltd., Lunenburg, heads the employer group.

The committee functions on a carefully structured basis. Monthly

meetings are held, with labour and management caucuses meeting separately in the morning, without any representation from the university. At noon the executive meets to draft an agenda, and the committee meets as a whole in the afternoon. By that time the delegates have had the advantage of their caucus discussions.

Antoft explains: "Concern was expressed initially that such a role for the caucuses might mean things were too cut and dried, but the contrary is true. They are aware of the documentary background, they have had their minds opened to it, so when they talk to the other side they are prepared for a discussion that is based on some knowledge, not just impressionistic.

"The committee deals with the legislative framework within which collective bargaining takes place, and the possibility of removing obstacles to bargaining and to the free exchange of opinion.

"Apart from this, we have looked at some things, for example, technological change, in a somewhat longer time frame. In the long run, this is an even more important function—the introduction of new concepts and a departure from a set pattern of thinking. On the one hand, technological change is seen as a threat to jobs; on the other it may provide an opportunity for industry to be more viable and to provide more jobs. So it's worthwhile to bring those two conflicting viewpoints together, to drag them out into the open and look for some way to ensure the changes are beneficial to both labour and industry.

Special studies have been an important part of the committee's program. In 1966 a comprehensive report, *Automation and Worker Displacement*, dealt with the impact of technological change both within a company and on the community.

A recent concern of the committee has been the problems of bargaining within the public service

There was general agreement on principles providing for the encouragement of technological advances, but with protection for people who might be adversely affected. In essence, the recommendations differed little from those flowing from other studies, but the significance of this report was that it was the outcome of a joint labour-management effort.

A more recent concern of the committee has been the problems of bargaining within the public service. Representation on the committee has been predominantly from the private sector, with no public employer representation. Efforts are now being made to establish better balance. In this area the committee has found itself in somewhat of a quandry. While hesitant to project itself into another jurisdiction, there has been a strong feeling that difficulties being experienced in public service bargaining were likely to have an adverse effect on the entire process of collective bargaining.

A special subcommittee that conducted an informal enquiry into public service bargaining recommended appointment of an Emergency Disputes Commission that might, at the instigation of the government, conduct an enquiry, either before or during a stoppage. In some instances, the government might order a 30-day suspension of the stoppage pending such an enquiry. The commission's report to the government would be made public in the hope of influencing a settlement.

Subsequent action, failing an agreement, would be the responsibility of the government. The

subcommittee's emphasis was on methods of objectively establishing fair comparisons between wages in the public and private sectors, rather than on any denial of the right to strike. The report was put forward, not as a cut-and-dried formula, but as a suggestion that might form the basis of further discussion. The Committee sees this as one of its more important functions.

Acceptance of the Committee's role, however, is by no means unanimous. A management spokesman explained: "Industries that have been on the Committee for quite a few years are strongly interested in it and there is a large measure of agreement about its usefulness. The divisive force has come in the last few years from multinational and American companies. They are either skeptical about the committee or just outright opposed. Some of these companies don't believe in unions at all. I do think that now some representatives of these companies are beginning to see a positive role for the committee."

On the labour side, a minority views the committee with deep suspicion, as it does any contact with management. The committee is seen by some of these opponents as a possible weakening influence of the class struggle.

There are also hints of government coolness toward the committee, possibly because of the strength created by a combination of labour and management. It is suggested that, in such circumstances, the political tactic of playing one off against the other loses its impact, and proposals made by the parties jointly are difficult for a government to reject.

But most of those who have been closely associated with the committee have strong convictions about its value. Labour can point to important legislative changes that have been influenced by the committee, management representatives are

inclined to emphasize the improvements in communications that they believe have resulted.

Unquestionably, a practical channel of joint communication has been established with the government. When a new Trade Union Act was being considered in 1972, copies of the draft legislation were provided to the committee on a confidential basis. A detailed study was conducted jointly by labour and management, with more than 40 meetings held. Eventually, the committee reported back to the government and was in agreement on all but a few points on which separate opinions were expressed. This process was essentially different from that customarily followed by governments in holding separate discussions in very broad and general terms with each of the parties.

Acceptance of the committee's role is by no means unanimous

This line of communication is kept open and the committee now holds quarterly meetings with the Minister of Labour, a practice that appears to benefit all parties.

Despite careful avoidance of actual bargaining situations, it is maintained that the committee's activities have contributed to a more healthy bargaining atmosphere.

One committee member put it this way: "There is mutual respect. When problems come up, which they certainly do in bargaining and other relationships, as well as in strikes, there is much freer contact between the parties. I know of several strikes that have been averted or settled in this way just in the past few months."

A few years ago, Nova Scotia's most serious industrial relations problems were largely in the construction

industry, where legal and illegal strikes were widespread. The joint committee has since declared itself in favour of joint accreditation of construction employers, even though this is opposed by some of the unions involved. In general, the construction picture in the province has improved noticeably.

The overall contribution made by the committee is attributed in no small degree to the leadership and inspiration provided by Dalhousie's Institute of Public Affairs. There is general agreement that in its role as a catalyst the university has a distinct advantage over a government that might be suspected by both labour and management of having ulterior motives.

Unquestionably, a practical channel of joint communication has been established with the government

Other advantages are the moderate size of many of the province's enterprises, the geographical concentration and the personalities of the people involved.

The committee's future seems assured, though its effectiveness may depend to some extent on the

resources available. One of the greatest needs, and one common throughout Canadian industrial relations, is for more extensive research facilities. Committee chairman, Kell Antoft, sees opportunities in this direction, which would not only strengthen the body but be useful to others.

While the Nova Scotian pattern may not be practical in all its details in other areas, there can be no doubt that the experience in that province has provided a valuable example, and proof of the possibilities of a greater degree of labour-management co-operation. [g]



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"It's nice he has a PhD...but I wish he had a union card."

A Pragmatist's Guide To the Current Inflation

by Robert J. Davies

There is a well-known, if somewhat sarcastic comment, particularly familiar to those with responsibility for the formulation of government policy, to the effect that if you were to ask 10 economists for an analysis of our current problems you would get at least 11 different answers. There is little doubt that the same quip could be applied equally well to politicians, and indeed nowhere is this likely to be more true of either group than with respect to their pronouncements on the question of inflation. But while one expects to find widespread disagreement among politicians, it is perhaps somewhat disturbing to find economists perpetually bickering over the likely causes and prospective cures of such a fundamental problem.

In actual fact, this state of affairs is really not all that surprising, because economics is a notoriously inexact science. Fundamentally opposing theories often seem capable of explaining the same set of

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circumstances with an equal degree of plausibility. Moreover, such statistical or econometric evidence as is available invariably seems capable of providing apparently irrefutable confirmation of the rival predictions of the opposing sides of the debate. This state of affairs is hardly calculated to inspire confidence in economists. Indeed, it would appear that the only thing to emerge with any certainty from all this debate is that the day has not yet arrived when, as Keynes somewhat optimistically remarked, "economists might...manage to get themselves thought of as humble, competent people on a level with dentists."

At any rate, there can be little doubt

that economists have succeeded in establishing themselves as a very powerful force in determining the course of the government's economic policy, and neither their views nor their subject can be dismissed lightly. With this in mind, the present article attempts to set out the major theories and policy prescriptions advanced by economists in relation to our present inflationary predicament, in the belief that while none of the rival theories is capable of providing a fully satisfactory explanation, none can be dismissed as completely irrelevant.

The Monetarists—the money supply and inflation

One of the leading protagonists in the inflation debate is the "Monetarist School", which argues that the root of our present predicament was the

excessive expansion of the supply of money to the economy. The major culprit in this process is seen as the federal government and in particular, its failure to successfully limit the rapid growth of its own expenditure. The Monetarists claim that this has led the government to succumb all too frequently to the tempting expedient of expanding the money supply in order to finance its deficits.

The resulting increases in the quantity of money have had the effect of stimulating demand in the economy by increasing the public's cash balances and thereby encouraging both individuals and firms to increase their consumption and investment expenditure. Unfortunately, if the productive capacity of the economy is already fully utilized these increased demands will merely serve to raise prices. Needless to say, this process is not instantaneous, but occurs only after a whole series of complex adjustments have been made to the economy. In general, therefore, it may be up to *two years* before the inflationary effects of the excessive money supply expansion are felt in the economy.

The policy prescription that derives from the Monetarist analysis of inflation is simply that the growth in the money supply should be brought broadly into line with the long run growth in the economy's productive potential—a situation that is much more likely to be accomplished successfully if government expenditure is under effective control. If this rule is religiously followed, or so the Monetarists claim, then inflationary pressure can be gradually expurgated from the economic system.

The process through which this anti-inflation policy is thought to operate is easily stated. As the monetary authorities begin to restrict the growth of the money supply below the rate that is necessary to finance the current rate of inflation, both individuals and businesses will begin

to experience cash problems. Their natural response to this situation will be to cut back on their expenditure plans and by so doing, they will reduce the degree of excess demand in the economy.

Again it should be emphasized that this process is not instantaneous and will take time to work itself through the system. Thus it may be necessary to live with fairly high rates of inflation for some months. To the Monetarists this is simply the price that must be paid for past monetary profligacy. It is claimed, however, that a significant easing in the rate of inflation will start to appear after approximately two years.

It is important to note that as far as the Monetarists are concerned, excessive growth in the money supply is the sole cause of inflation. It follows from this, that strict government control of the economy's stock of money is, in fact, the *only* effective way to tackle inflation. There is little doubt that this prescription has a great deal of appeal, especially since it implies that the government can control inflation without recourse to complicated tax changes as an instrument of demand management, or such potentially messy devices as wage and price controls.

The Keynesians—wages and inflation

According to the Keynesians—the other leading protagonists in the inflation debate—the situation is not nearly so simple. To this school of economists, which derives its name from the famous English economist John Maynard Keynes, the major catalyst in the inflation process is the bargaining power of trade unions, and their related ability to effectively raise the general level of wage rates. Again the key elements of the theory are easily stated. The prices of most

goods and services sold in the economy are viewed as being determined largely by their respective costs of production plus an appropriate profit markup. Then, since labour costs are a major element in overall production costs, it follows that any increase in wage rates that is not accompanied by a corresponding improvement in productivity must either lead to an erosion of profit margins or to an increase in prices. Thus, while trade union pressure to raise wages might initially be successful in winning a larger share of the national income for labour at the expense of profits, if it is allowed to continue it must eventually cause an increase in the general price level. It follows that if any policy to control inflation is to be effective it must be based upon the restraint of excessive wage claims. It should not be surprising, therefore, that the Keynesians are usually associated with the advocacy of some form of incomes policy as the only effective means of combatting inflation.

While the Keynesians place most of their emphasis on trade union pressure and its influence on wage rates, they do not consider the money supply to be totally irrelevant to the problem of inflation. But in contrast to the Monetarists, the Keynesians view its role as largely supplementary to that of wages. In an economy that is both socially and politically committed to full employment, the quantity of money is seen as a necessary accommodating factor rather than as a prime mover in the inflation process. The implications of this view are easily stated. If wages are increased as a result of trade union pressure, then employers will immediately find themselves faced with the need for additional cash to meet their new wage bill. Eventually, of course, they will aim to finance these increased labour costs by charging higher prices, but in the meantime they are forced to seek additional credit from their bankers.

However, if the government is keeping the money supply under strict control, additional credit will be hard to come by unless firms are prepared to pay very high interest rates. Under these circumstances, firms will seek to cut down on their current cash needs by cutting down on stocks, releasing surplus workers, and possibly even postponing current investment plans. Moreover, as interest rates rise and credit becomes both more difficult and more expensive to obtain, the public will be less willing to borrow to finance the purchase of durable items such as cars and television sets, or to take on substantial mortgage commitments.

Clearly, any firm that seeks to pass on its higher wage costs as higher prices in this sort of environment is likely to find the demand for its products dropping off significantly. Thus, employers are likely to seek further economies and may even be forced to cut back on their level of production. The inevitable result of this chain of events is a significant increase in the level of unemployment.

Needless to say, the development of such a situation would be an anathema to any government committed to the maintenance of full employment. Thus, it would appear the government has little option but to abandon its tight money policy and allow the quantity of money to increase to a level sufficient to effectively finance—and thereby validate—the excessive claims of the trade unions. According to this view then, the increase in the supply of money is merely the symptom of a wage-induced inflation rather than its cause.

The Monetarists do not dispute the fact that restricting the money supply is likely to cause a significant increase in the level of unemployment. However, they do not believe that to effectively control inflation by restricting the money supply implies that unemployment must be kept at a

permanently higher level. They claim, in fact, that the increase in the level of unemployment would only be temporary and that it would eventually be possible to return to a situation in which an acceptably low level of inflation could be achieved along with full employment. Unfortunately, opinions seem to be divided when it comes to the question of just how long "temporary" is likely to be.

The Monetarists—the irrelevance of wages

While the Keynesians are prepared to accept that the quantity of money plays an important role in the inflation process, the Monetarists are adamant in rejecting any significant role for wages. They claim that it is hard to understand what interest trade unions could have in initiating a wage-price spiral that does nothing to improve their real wages, but which might greatly increase the risk of unemployment. This should not be taken to imply that if real wages have already been eroded as a result of past excesses in money creation, that unions will not make every effort to restore lost ground. Of course they will, but this catching-up process is claimed to do nothing by itself to cause inflation. Trade unions, in fact, are seen as the victims of inflation rather than its instigators.

A return to the dismal science

Though it provides little comfort, there is apparently one point on which both the Monetarists and Keynesians are in reasonable agreement—if inflation is allowed to continue unchecked for very long it is liable to stimulate the creation of inflationary expectations. These expectations, if sufficiently firmly held, will lead firms and unions to raise wages and prices by the

amounts they anticipate will compensate them for future increases in the rate of inflation. Once this happens, it is likely that the expectations will become effectively self-realizing and inflation is therefore liable to become progressively worse.

Moreover, the higher the rate of inflation is allowed to climb before action is taken, the more Draconian the remedial measures, in terms of either unemployment or controls.

Although economists find it hard to agree on exactly *what* should be done to tackle inflation, they are generally unanimous about the fact that *something* will have to be done fairly quickly if the situation is to be prevented from deteriorating.

There is little doubt that the economic situation has, in fact, been deteriorating in recent months. Unemployment is running at more than 7 per cent, and the inflation rate, with prices currently 11 per cent more than last year, has shown no sign of moderating. However, one can readily sympathize with any politician who is faced with the problem of making a policy decision under these circumstances. The choice between wage and price controls on the one hand, and tight control of the money supply, with the risk of substantially higher levels of unemployment on the other, is indeed unenviable, particularly when there is no real guarantee that either policy will necessarily be successful in reducing inflation.

The only thing one can be reasonably sure of in this situation is that the final decision, whatever it may be, is bound to antagonize somebody. Such a state of affairs is unlikely to galvanize the average politician into action and is, in fact, more likely to have the opposite effect of simply reinforcing the natural political tendency toward inertia.

But if the government must act, what is the best policy to adopt? The only

way to assess the relative merits of the rival schools of thought, and therefore the most appropriate policy response, is to examine the evidence. Most of the information relevant to this task is included in the table below.

The figures for the annual rate of change in the Consumer Price Index indicate that the escalation in Canada's inflation rate began fairly modestly in 1972, when the annual rate reached about 5 per cent. Thereafter, the pace of inflation began to quicken, accelerating to 7.6 per cent in 1973 and to nearly 11 per cent in 1974. According to the Keynesians, this trend should have been closely paralleled by a similar escalation in wage rates. But examination of the figures for the growth in average wage settlements suggests that the acceleration in wages did not really start in earnest until 1974, after the present inflation had already begun. Consequently, wages do not appear to have been a significant causal factor in the earlier stages of the current inflation. We must therefore look elsewhere for the major culprit.

If the Monetarist explanation of the inflation process were correct, we

should expect to find evidence of money supply expansion significantly in excess of the growth rate in real gross national product occurring approximately two years prior to the initial acceleration in the inflation rate. An examination of the evidence on money supply growth confirms that this did in fact occur.

In 1971, the authorities allowed the money supply to grow at a rate that was more than twice that of the growth in real G.N.P. Moreover, this trend was allowed to continue unchecked right up until the second half of 1974, despite the fact that the economy was operating very close to capacity. A likely clue to the reason behind this policy is given by the unemployment figures for the period. Throughout the 1971 to 1974 boom, unemployment remained at a level that was abnormally high by historical standards. It was, in fact, higher in the boom year of 1972—when real G.N.P. growth reached 6.0 per cent—than it had been during the mini-recession of 1970 when real growth was only 2.5 per cent. The implication of this development would seem to be that the unemployment rate ceased to be a good indicator of the level of capacity utilization during the 1971 to

1974 boom, a point that could have important policy implications for the future.

It would seem that the Monetarist explanation of the initiation of the inflation process gains a good deal of support from a simple analysis of the evidence. This success notwithstanding, it may be questioned whether excessive money expansion alone is capable of explaining the size of the inflationary spurt that occurred in 1974. In fact, the evidence suggests that there were three other major contributing factors:

- quadrupling of the world price of crude oil by the O.P.E.C. nations, though Canada suffered much less severely from this source than most other industrial countries;
- very large increases in both domestic and imported food prices that occurred as a result of 1974's disappointing harvests;
- rapid escalation in the level of domestic wage settlements, a factor whose significance increased considerably toward the end of the year. In the fourth quarter of 1974, wage settlements were running at

Year	Annual rate of change in C.P.I.	Average increase in wage settlements	Growth in Real G.N.P.	Money Supply Growth (M.)	Unemployment
	%	%	%	%	%
1967	3.6	8.3	3.3	9.7	4.1
1968	4.1	7.9	5.8	4.3	4.8
1969	4.5	7.7	5.3	7.4	4.7
1970	3.4	8.5	2.5	2.3	5.9
1971	2.9	7.8	5.8	12.8	6.4
1972	4.8	7.9	6.0	14.0	6.3
1973	7.6	9.8	6.9	14.4	5.6
1974	10.9	14.2	2.8	9.6	5.4
1975	12.9*	18.8*	—	10.6*	7.2*

* Figures for the second quarter of 1975 at annual rates.
Source — Bank of Canada Monthly Review.

17.5 per cent above their level of a year earlier—approximately 6 per cent higher than the going rate of inflation.

This rapid escalation in the level of wage settlements reflected a two-pronged catching-up process. Firstly, labour's share of the national income had declined noticeably during the boom years of 1972 and 1973, and secondly, many workers had not yet received full compensation for past rates of inflation.

Compounding this process, however, was the increased concern of organized labour over the pattern of wage relativities. This development, which led to a continual upward adjustment of wage differentials to one another, unfortunately appears to have become a permanent—and highly inflationary—feature of the collective bargaining system. Consequently, while one must reject the proposition that excessive wage settlements were a significant factor in the initial stages of the current inflation, it is hard to escape the conclusion that they have now become a major sustaining and stimulating force.

The policy implications

Insofar as these conclusions lend support to both Monetarist and Keynesian views of inflation, they are unlikely to be accepted by either. They are, however, likely to meet with the approval of a third group of economists whom, for the sake of argument, we will call "the Pragmatists." As their name suggests, they are by far the most eclectic of the three groups, adopting what they see as the most relevant features of the extreme Monetarist and Keynesian arguments. Because it is the most moderate of the positions on inflation, the eclectic is also the safest in terms of policy implications. It is, therefore, the position that is likely to have the greatest impact on government policy.

The first rule of the eclectic approach is that one should beware of all monocausal explanations. There is unlikely to be one single cause of inflation, but rather a whole host of causal and contributing factors. It follows that no single policy prescription is likely to provide a complete solution to the problem. Ideally, what is required is a series of measures capable of tackling all the major factors contributing to the inflation problem.

The first requirement is a policy to restrain the excessive growth of money incomes. This, of course, raises the thorny issue of wage controls, a topic that has always been an anathema to organized labour. However, the current rate of acceleration in the level of wage settlements must be checked if inflation and unemployment are to be prevented from worsening. The precise form that such a policy should take is really outside the scope of this brief essay, but for it to stand any real chance of success it must tackle in a realistic way the imbalances that comparative bargaining has caused in the collective bargaining system.

An additional requirement of any effective policy of wage restraint is that it make a significant contribution to breaking the hold of inflationary expectations. But, the policy must operate within an overall framework of economic restraint in order to avoid the resurgence of inflationary pressure from other sources. To put it bluntly, a policy of wage restraint should not be used as a substitute for the non-inflationary management of demand. Thus, as the economy starts to recover—and it now seems unlikely that this will happen before mid 1976—attention should be paid to restraining any tendency toward the excessive growth of aggregate demand in order to avoid placing undue pressure on the economy's productive capacity. Moreover, there must be a recognition of the fact that adequate control of aggregate demand

cannot be achieved without a temperate policy regarding the growth of the money supply. Needless to say, this objective would be achieved much more readily, if government expenditure were to be put under tight control.

Since wage controls can only be temporary, every effort must be made to avoid inflationary wage pressures from accumulating as the pace of economic activity quickens. The most effective way to achieve this would be to avoid a situation in which organized labour felt obliged to exert pressure to catch-up. So every effort must be made to ensure that labour's share of national income is not unduly squeezed, as output expands and productivity improves.

Finally we turn to the critical issue of unemployment. The evidence from the past boom suggests that full capacity output is now consistent with a much higher level of unemployment. Whatever the precise explanation for this unemployment may be, it is obviously *not* the result of inadequate aggregate demand and therefore cannot be solved simply by expanding the supply of money. What is required is a more specific policy aimed at retraining and redeployment, which thereby acknowledges and reflects the changed nature of the unemployment problem.

Clearly these measures can do little to solve the inflationary problems caused by such unpredictable and uncontrollable forces of nature as bad harvests and international oil cartels. However, it is impossible to escape from the fact that a basically sound economy is much better able to weather such external shocks than one made excessively vulnerable by imprudent economic management. The pragmatic program of measures outlined above could make a real contribution to solving the problems that are presently plaguing Canada's economy. All that is required is the political will to adopt them. [19]

What Price An Incomes Policy?

by Robert J. Davies

Despite many predictions to the contrary, the pace of wage inflation in Canada has shown little sign of abatement in recent months. Wage settlements during the second quarter of this year continued their remorseless climb into double figures, reaching an annual average rate of 18.8 per cent as measured over the life of major collective agreements. Indeed, the wage inflation figures for the first year of new contracts indicate that the 20 per cent barrier was passed during the second quarter of this year with wage settlements rising at an alarming 22.2 per cent annual rate—more than *twice* the current rate in the United States.

A particularly disturbing feature of the present situation is that this strongly rising trend in wage settlements is set against a background of economic stagnation and declining output.

During the second half of 1974, no growth was recorded in real G.N.P., and in the first quarter of 1975, output was actually running at a level 2 per cent below that of a year earlier.

If present trends in the pace of wage settlements continue, with no offsetting improvement in labour productivity, it is inevitable that the gap between unit labour costs in Canada and those in the United States will widen progressively, and with this will come a rapid deterioration in Canada's competitive position. The lesson is clear: unless Canada is able to reduce the present pace of wage inflation, it will find itself with a worsening balance of payments deficit and the prospect of record levels of unemployment.

It is widely accepted that the pace of wage inflation can be at least partially

explained by the degree of trade union militancy. If, however, a good labour relations record is a necessary prerequisite for the voluntary moderation of excessive wage demands, the prospects for Canada are not good. Last year, 9.3 million man-days were lost through industrial disputes, an increase of 62 per cent over 1973. In fact, 1974 turned out to be Canada's worst year ever for industrial strife, with some 2 million more days lost than in the previous record years of 1969 and 1972. Unfortunately, 1975 shows signs of being almost as bad. In the first six months of the year, nearly 3.5 million man days were lost through industrial disputes. While this figure shows some improvement over the 5.2 million days lost during the same period last year, there is little indication that any significant progress has been made toward the elimination

of the unhealthy climate of conflict that currently typifies labour-management relations in Canada.

The reasons behind this rather disturbing picture are not hard to find. Much of the trade union militancy of recent years can be traced back to inflation itself. Since the onset of high inflation rates, days lost through strikes have risen by 69 per cent as labour unions have tried desperately to catch up and stay ahead of rising prices. The circular nature of the problem is all too apparent. Virtual stagnation of output has meant that higher wages can no longer be financed painlessly out of economic growth. If labour collectively attempts to increase its share of the economic pie, then either profits must be reduced, or prices increased, or both. To the extent that increased wage costs are passed on in higher prices, the inflationary spiral is given yet another twist, one man's wage increase becoming another man's price increase. To the extent that increased wage costs are absorbed by reduced profits, investment falls and the recessionary spiral is given another twist, one man's wage increase becoming another man's unemployment.

Clearly, if all workers were to agree voluntarily to wage restraint, and all employers were to agree to limit price increases to amounts sufficient to cover increased costs, a major step would be taken toward the solution of our present problems. Unfortunately, there is little prospect that this situation will emerge as a natural response to the problem of wage inflation. Quite simply, there is no incentive for any individual economic agent to act in this way. A worker does not benefit from his own pay restraint, only from that of others. Indeed, if one group agrees to restraint while everyone else does not, that group alone suffers as a consequence. Conversely, if the majority observe pay restraint, any group that uses its power to extract a

large settlement gains a real benefit that won't be eroded as everyone else tries to catch up.

To be fair to the unions, over the past three years, labour income has suffered significantly at the hands of rising prices. It is only reasonable to expect that workers will try to recoup past losses in purchasing power and seek to protect their future earnings against inflation. But, while the attitude of the labour movement is understandable, it does not alter the fact that the present level of wage

The present level of wage claims is in excess of what the economy can reasonably be expected to afford

claims is in excess of what the economy can reasonably be expected to afford. Some effective means of restraining excessive demands is evidently called for.

The policy most frequently discussed in the context of wage inflation is that of wage and price controls or guidelines (the exact wording depending on whether the policy is statutory or voluntary). Governments usually have a preference for a voluntary form of the policy, seeking to achieve a consensus with unions and employers on the limitation of wage and price increases. The response of the present government has been no exception to this.

Earlier this year, attempts were made to achieve some form of consensus with industry and the unions on the formulation of a voluntary program of wage restraint. Unfortunately, these attempts failed to produce an acceptable set of voluntary guidelines. Given this failure, however, an obvious alternative would have been to formulate a policy along statutory

lines, backed up by the force of law. In fact, in his June 23rd budget speech the then finance minister, John Turner, declared that this approach had been actively considered, but was finally rejected because it was felt that the public conviction required for its success was unlikely to be forthcoming at that time.

To be realistic, the government's failure to achieve a consensus on wage controls was fairly predictable. Inevitably, the success of a voluntary program of restraint depends largely upon its acceptability to the unions. But, not surprisingly, they tend to look upon any such policy as a threat to their bargaining power and feel that acceptance of it undermines the confidence of workers in their leadership. This is particularly true in periods when there is a widespread feeling that wages have not yet fully caught up with rising prices. Consequently, while one is reluctant to write off completely the possibility of achieving voluntary restraint, the bulk of the evidence suggests that some form of statutory control will be required.

Governments are usually reluctant to instigate statutory controls, and the reasons for this are understandable. It is commonly believed that such controls antagonize organized labour and therefore run the risk of worsening industrial strife. This belief, however, is not confirmed in fact. Evidence from Britain suggests that, apart from the major confrontation with the miners in 1973-74, the number of days lost through strikes has generally been lower when incomes policies have been in operation. Thus it appears that, although unions are reluctant to enter into agreements on voluntary wage restraint, they are generally willing (albeit grudgingly) to abide by statutory ones.

Statutory controls are unpopular also with many economists, who claim that they interfere with the natural

The bulk of evidence suggests some form of statutory control will be required

functioning of the market and therefore distort the allocation of labour and capital, causing inefficiency. Although these criticisms are to some extent justified, it may be argued that the losses associated with unchecked wage inflation and growing unemployment far outweigh those caused by the inefficient use of labour and capital. Simply, it might be better to use resources inefficiently than not at all.

It would be wrong to suggest that there are no risks attached to statutory controls, but this is true of all types of economic policy. In any event, controls are usually considered only when it is judged that the problems caused by inflation outweigh those that the introduction of the policy is likely to engender. There is, however, one further point that is relevant in this connection, and it is a crucial one. Not all types of inflation can be successfully tackled through the use of wage and price controls, and a failure to realize this has led to a fairly widespread belief that controls are always ineffective. In fact, there is a reasonable body of evidence to suggest that incomes policies, if firmly applied, can have a significant effect in reducing the pace of wage inflation. The policy is not effective, however, in tackling non-wage inflation such as that caused by exploding world commodity prices. Indeed, looking once again at the British experience (and few countries have tried so many different kinds of incomes policy), it is clear that most attempts at pay restraint eventually came to grief as a result of the government's giving way to the unions in the face of a tide of imported inflation. This experience suggests that for an incomes policy to

have its best chance of success it should be applied during a period when imported inflation is making a relatively small contribution to the total inflation rate; during a period, for example, when the flames of inflation are predominantly fuelled by escalating wage costs.

Granted that statutory incomes policy is an appropriate way of tackling Canada's present inflation problem, what form should it take? At a time when output is stagnant, it is not prudent to allow general wage increases to do more than keep up with the cost of living. One way of ensuring this is to introduce a system of universal wage indexation whereby for each 1 per cent rise in the Consumer Price Index there would be a corresponding 1 per cent rise in gross monetary earnings from employment. This determines the total amount of money that it is prudent to make available for wage settlements, but how should these funds be distributed?

The type of policy most frequently advocated is one that allows all incomes from employment to rise by the same percentage amount. In fact, however, this is one of the least desirable approaches to the problem of wage restraint. As suggested above, a significant part of the present rate of wage inflation can be attributed to comparative bargaining or, to be more precise, union attempts to correct what they consider to be an inappropriate pattern of wage differentials. Thus, the problem with a policy that allows all incomes to rise by the same percentage is that it merely serves to freeze these distortions into the wage structure. The implication is that as soon as controls are lifted, unions will once again attempt to eliminate these distortions, thereby producing a flurry of bargaining activity that may effectively negate most, if not all, of the previously won benefits of statutory restraint.

Under these circumstances a far better approach would be to allow all wages to rise by the same *dollar* amount. This scheme has the considerable benefit of favouring the lower paid who are, in any event, the group most likely to suffer financial hardship as a consequence of inflation. However, even this approach does not completely solve the problem of freezing distortions into the wage structure. Consequently, some means must be devised for effectively tackling any anomalies that may threaten to undermine the longer-run success of the policy.

It follows that an essential feature common to all statutory wage policies is a clearly defined procedure for handling "special cases".

Clearly, however, if any money awarded to special cases is in addition to full indexation, the rate of inflation will be raised, the extent depending on the size of the additional awards.

Moreover, any award, even though it may be to the lowest-paid, will inevitably contain some element of "relativity" or "comparability" and, as suggested above, Canadian unions are becoming particularly aware of this aspect of the wage structure. Granting generous awards to such groups might cause strong union resentment, leading ultimately to a breakdown of the policy. To mitigate this problem, there is a need for a *single authority* charged with the task of assessing the justification of claims for "special case" status and provided with a *fixed sum* to be distributed over a clearly defined period. The authority charged with such decisions would ideally draw its membership from both sides of industry, giving the Canadian Labour Congress in particular a substantial say in how funds were to be distributed. For a policy aimed at merely compensating for price increases, the appropriate amount available to the authority for disposal in special cases would be equal to

the allowable rise in real consumer's expenditure, plus any additional amount made available through increases in productivity.

To make the policy more palatable, some vetting of price increases would probably be required to ensure that they are justified on cost grounds. There are several problems here, however. There might be a temptation for the prices review body to seek to prevent or delay some justifiable increases. If this were pressed too far, it would clearly squeeze profits and might thereby reduce investment, with consequent adverse effects on productivity. Also, the very existence of the review body would serve to draw attention to price rises and may lead to dissatisfaction with the Consumer Price Index as a measure of inflation, and therefore with the level of compensation provided under the policy. This problem would be particularly acute if import costs were to accelerate again, since the review body would have little choice but to allow them to be passed on to the consumer in higher prices. So long as import prices

Incomes policies, if firmly applied, can have a significant effect in reducing the pace of inflation

remain fairly stable, however, the incomes side of the policy would serve to reduce the number of price increases generated by increases in labour costs.

In view of the pressing need to break the hold of inflationary expectations, the benefits to be gained by introducing an appropriately formulated incomes policy at this time are considerable. Eliminating claims based on expected rates of inflation and comparative bargaining would remove a major inflationary force from the domestic wage scene. Reducing unit labour costs would have a beneficial impact on Canada's competitive position and thereby on the level of employment. Moreover, a policy based on indexing may actually serve to

reduce union militancy by giving workers automatic increases in income when the cost of living rises, thereby guaranteeing their *real* incomes.

One final point must be made, however, and it is a crucial one: No incomes policy, whether it be statutory or voluntary, can ever hope to tackle the problem of inflation effectively unless it is applied in an economic environment that is generally conducive to restraint. So, in addition to a properly constituted incomes policy, significant steps must be taken to restrain excessive growth in government expenditure. Moreover, the federal government must also strongly resist any temptation to finance its deficits by simply printing money. If these two vital conditions are met, there is no reason why an incomes policy should not make a major contribution to improving Canada's economic performance. It would be foolish to deny that there are risks, but the potential benefits to be gained in the present economic environment are considerable. [g]

Government Measures to Combat Inflation

As The Labour Gazette went to press, the federal government announced wide-reaching legislative measures to combat inflation. The measures include:

—Guidelines on **income** which set upper limits of 8 to 12 per cent on future wage and salary increases (Maximum increase: \$2,400).

—Guidelines on **profits and prices** which specify that a firm is not permitted to increase prices by more than is necessary to cover increased costs of production.

—Income such as **rents, dividends,**



and professional fees, are included in the guidelines.

—All **federal government operations** are under the guidelines and all provincial governments have been requested to follow the federal example.

—**Fiscal and monetary policies** have been designed to ensure economic

growth is consistent with slowing inflation.

—**Federal expenditures** are to be restrained, and a hold-down on the hiring of public servants has been ordered.

—Structural policies have been designed to deal with the issues of **energy, food and housing**.

—The measures apply to all companies with **500 or more employees**, and to the entire **construction industry**.

Is There a Minimum Wage?

by Ivan Guay

Although payscales in Canada were low until World War II, they usually kept pace with the minimum a worker needed to produce food, clothing, and housing for himself and his family.

Since the war, however, the advent of social welfare benefits and an increased number of women in the workforce have effectively helped to lower the basic wage while at the same time boosting family income.

Employers have abandoned the traditional standard for wages given to a family man and now tend to pay men or women the lower wages formerly accorded to a single person with no dependants. They assume that today's married worker has a working spouse and receives family allowance payments to help support the children.

It is true that our economy, through unemployment insurance and free education, together with trade-unionism, has permitted a gradual

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increase in wages. But as incomes have increased across-the-board, the minimum wage has remained almost stagnant, except during the last two years when it was increased to keep pace with the tremendous rise in the cost of living. Indeed, the minimum wage in Québec was increased by the provincial government from \$1.85 to \$2.10, and then to \$2.30 and finally to \$2.60 per hour since June this year.

Although an income based on these rates is inadequate to support a married man with children, thousands of workers do not receive even this paltry basic salary. It is not enough for the state to legislate minimum wage increases—it should ensure that they are paid by all employers, something currently not being done.

The government of Québec, aware of the fact that the Minimum Wage Commission was ineffectual, ordered four studies to be made of the commission. The Mineau Company, entrusted with one of the investigations, last February submitted a report confirming what workers had known for a long time—the Minimum Wage Commission takes from four to six months to settle a grievance. This long wait is a serious matter for the low wage-earner. What is even worse is that the commission acts only if it receives complaints, and workers who request its intervention run the risk of losing their jobs—a not uncommon occurrence.

The result—as the Mineau report points out—is that very few workers look to the commission to obtain justice. Moreover, it is not in the interests of the commission to force employers to pay the minimum wage by taking disciplinary measures against them because it costs \$4.10 to recoup \$1 from employers. Fines are

ineffectual deterrents and the commission has never tried to correct this ludicrous situation, which amounts to encouraging employers to break the law.

After 34 years, the Minimum Wage Commission is not only incapable of establishing a reasonable basic wage, but is unable to enforce compliance with even this low standard. This situation is all the more unacceptable when one considers that more than 60 per cent of workers are not unionized and depend solely on the commission to defend their interests.

Claude Castonguay, former Québec minister of social affairs, who conducted another of the enquiries into the Minimum Wage Commission, submitted a report last March advocating a substantial increase in the minimum wage. The analyses made by his researchers show that the pessimistic predictions of some alarmist employers were intended to keep the minimum wage at "slavery level." The Conseil du patronat du Québec, for example, claims that businesses have gone bankrupt and workers have become unemployed as a result of provincial minimum wage increases. Nothing of the sort occurred—the operators of businesses who make use of cheap labour have either not complied with the law or have over-extended the production capacity of their firms.

The Castonguay report not only advocates further minimum wage increases until a reasonable level is reached, but recommends a series of reforms intended to make the working conditions of low-wage earners more humane. It suggests limiting the workday to nine hours and the work week to 45 hours, with time-and-a-half for each additional hour of work. The Castonguay report also advocates eight holidays with pay a year, a minimum of 40 minutes for lunch after five hours of work, and advance notice of two weeks or the equivalent in money before any dismissal.

One of the most original recommendations is that the jobs of pregnant workers be protected. These women would be allowed to return to their jobs after a few weeks absence due to childbirth. Since the majority of those earning the minimum wage are young women, this recommendation reflects rare concern for their welfare by those who help regulate the economy.

The unions for their part consider that they do not have the means to organize those 20 per cent of workers who are at the bottom of the salary scale.

The federal and provincial governments, however, are beginning to show an interest in the income of these low-wage earners, not so much for the sake of social justice, but because the costs of social welfare are becoming too great a strain on the economy.

Although governments have started to order small increases in the minimum wage, these increases are too insignificant to encourage workers who receive social welfare benefits to find employment. The difference between the minimum wage and social welfare is too small. That is why the federal Government—in order to avoid the hostility of employers while attempting to solve the problem created by an increasing number of social welfare recipients—has thought of setting up a guaranteed annual income plan that may encourage them to work.

According to this plan, those who are not able to find employment for valid reasons—invalids, widows with children—would receive increased allowances, while those who are able to find employment would receive a supplement to their salary. The fact remains, however, that such a guaranteed annual income plan has a certain incongruous aspect, for it presumes that an individual who works does not receive an income

that allows him or her to support a family.

The Canadian Chamber of Commerce has charged that a guaranteed annual income constitutes a repudiation of the "work ethic". It believes that a worker's salary should be left up to the employer alone. This attitude is not only anti-democratic, but short-sighted, because underpaid workers are also under-consumers who tend to reduce the demand for goods and services.

On the other hand, the Chamber of Commerce has charged that the guaranteed annual income plan is a scheme of grants to employers who pay the lowest wages. This is quite true, because it is equivalent to encouraging the underpayment of a large manpower sector. Some groups of employers—including the Conseil du Patronat du Québec—are not hostile to the federal project, because they maintain that some employers cannot pay higher wages and at the same time compete in external markets. In most cases, this argument is merely a pretext for paying the lowest possible wage. However, in cases where employers would truly be at a disadvantage in foreign markets, it would be more economical for the government to grant them export subsidies.

There is no minimum living wage in Canada—not only because the legal minimum varies with each province, but because governments do not even ensure employers comply with the legal minimum wage each province has established. Progress in this direction will be evident only when the minimum wage enables a person to raise a family on one income earned in a 40-hour workweek. Meanwhile, more and more families need two full-time breadwinners. [19]

The foregoing was condensed from an article in La Gazette du Travail

New Tests of the Efficacy of Minimum Wage Laws

by E.G. West

The origins and purposes of Canadian minimum wage laws have to some extent become lost in history. Administrators of Canadian labour legislation at a conference in 1968 were generally agreed, however, that the main aim of the legislation was to reduce poverty. Yet even this target is imprecise, for it can be variously interpreted. Some would translate it simply into the policy aim of reducing inequality. This approach is now becoming popular in the most recent literature. Economist Robert S. Goldfarb argues that minimum wage laws should be judged by their *net* effects on distribution, that is by the benefits of the legislation minus the costs.* The main costs, he acknowledges are expected increases in unemployment while the benefits come in the form of higher wages to those remaining in the labour force. "If

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negative employment effects are sufficiently small and favourably distributed, they may be more than offset in the eyes of the beholder by gains in income to those remaining employed. That is, favourable income distribution effects may outweigh negative employment effects."

To many this will appear a peculiar interpretation of the original legislative objectives. Consider the following example. Imagine a community of five persons where the richest earns \$5,000 a year and the poorest \$1,000, while the fourth, third, and second persons earn \$4,000, \$3,000, and

\$2,000 respectively. The two individuals at the lowest income levels are classified as belonging to the poverty groups because their average income is \$1,500, and the poverty level is deemed to be below \$2,000. Next, consider a minimum wage law that:

- puts the lowest-income person out of his present job and forces him into employment for \$500 in an occupation that is not covered by the legislation;
- but enables the next-to-the-lowest-income individual to earn \$2,900 per annum.

On Goldfarb's criterion, this outcome would justify the legislation because it increases the *average* income in the poverty group to \$1,700; in his terms such 'favourable' average income

*I.R.R.A. 27th annual winter proceedings 1975, pp. 261 - 268; Goldfarb reflects the views of Thomas Gale Moore, "The Effect of Minimum Wages on Teenage Unemployment Rates," *Journal of Political Economy* August 1971.

effect outweighs the negative employment effect.

By most definitions of 'equality', the outcome in our example would *not* pass muster. The 'Rawlsian' equity criterion for instance would clearly be violated. Under John Rawls's 'Difference Principle' all changes are allowed only so long as the lowest on the income scale benefits.* This principle clearly does not condone legislation that sacrifices the welfare of members of one group for the benefit of those in another, perhaps smaller, group as our example. Indeed, on the strictest interpretation of Rawls's criterion, the legislation would fail if even one person was made unemployed. The admission by Ontario's Labour Minister in October 1973 that each time the minimum wage is raised 'a few jobs are lost' would be regarded by Rawls as a confession of failure.

It is probably sensitivity to these points that has led researchers to determine with much more precision whether in fact the laws do cause *any* unemployment. Moreover, advocates of the legislation now face the new challenge of showing that minimum wage laws do not slow down the rate at which new jobs are created and that labour force participation rates are not reduced.

The most recent studies on the effect of the laws on employment have introduced significant econometric refinements. In economics, the well-known 'law of demand' predicts that fewer goods or factors will be demanded at a higher price than at a lower one. But now it is more readily recognized that the cutback in demand will take time after the minimum wages are increased because it takes time to substitute capital for labour. This has led the

"Employers prefer to reduce their work force by attrition rather than by firing workers"

latest minimum wage analysts to introduce time-lags into their models.

In a 1973 study, economist Douglas Adie found that in the United States the elasticities of unemployment increased steadily up to 24 months after the increase in the minimum wage.* The unemployment elasticity was greater than the initial elasticity after 24 months for all teens.

An empirical study by Thomas Gale Moore also concludes that a rise in the minimum wage relative to other wages does in fact have an increasing impact over time. "Employers prefer to reduce their work force by attrition rather than by firing workers. The possibility of substituting more skilled workers has to be explored and the skilled workers found and hired. Therefore, a rise in the minimum wage could be expected to have an increasing impact for a while, but eventually the general upward movement in other wages should begin to offset the change in this statutory rate."

Some debate over Moore's findings has arisen from a study by Hyman Kaitz.* It is now believed that Kaitz, who found that the minimum wage did not have a significant impact on unemployment, obtained this result because he, unlike Moore, controlled for teenage population growth. Critics have conceded that teenage population has grown rapidly in the '50s and '60s, the period relevant to all the empirical studies considered here, and that there is a close chronological

or timing relation between population growth and increases in unemployment. They argue, however, that the cause of the unemployment is still primarily the existence of a legal minimum wage. They contend that without any minimum wage the increased supply of teenage workers would be quickly absorbed because of wages that are flexible downward; each newcomer to the labour market would be able to price himself into employment. What unemployment that has actually occurred must therefore be due primarily to the minimum wages that have been enacted.

Goldfarb believes nevertheless that with such an expanding teenage labour force there must have been substantial frictional unemployment. No doubt, further empirical work remains to be done here. It is interesting all the same to observe the experience in countries such as Great Britain, which up to now have had no minimum wage laws. They have also witnessed marked increases in the teenage labour force in the '50s and

...the cause of the unemployment is still primarily the existence of a legal minimum wage

'60s without dramatic frictional unemployment effects. According to the 1961 British census, the unemployment rate among young people between 16 and 24 was only 2.1 per cent. Such a low figure has never been approached in post-war America or Canada. In Canada the unemployment rate for young people of a similar age group has typically been at least five times as much. The unemployment rate for American teenagers in 1971 was 16.9 per cent.

* John Rawls, *A Theory of Justice*, 1971, page 75.

* Douglas Adie, "The Lag in Effect of Minimum Wages on Teenage Unemployment", *Journal of Political Economy* April 1973.

* Hyman Kaitz, "Experience of the Past: The National Minimum," in *Youth Employment and Minimum Wages*, Bureau of Labor Statistics Bulletin, 1657 (1970) pp. 30-54.

Teenage unemployment is generally believed to be particularly sensitive to statutory minimum wages because the teenage group contains a disproportionate number of unskilled and inexperienced persons who feel the impact of the legislation most strongly. Unemployment among teenagers in both the U.S. and Canada is not only high but has been climbing steadily since World War II.

The search for a satisfactory explanation of this increase has resulted in a further refinement in current research—the new recognition that the unemployment effects of minimum wages are likely to increase as the coverage expands. The tendency in the U.S. and Canada has been to extend coverage steadily so as to include more and more agricultural and student workers. When coverage is not widely developed, workers who lose jobs in the covered trades have a better chance of finding employment in uncovered trades, albeit at a lower wage. As coverage expands there are fewer alternative occupations to go to and the result is likely to be increased unemployment.

The possible lagged effects of minimum wages referred to above can also explain to some extent the increase in teenage unemployment. Another discovered variable, however, tends to dampen the unemployment rate increases. This is the propensity of unemployed teenagers to drop out of the labour force to continue their education. This phenomenon tends to understate the unemployment effect of minimum wages. One variable that could work in either direction, is the changing degree of compliance with the minimum wage law.

An interesting and sophisticated new piece of work that explicitly searches for a less 'pessimistic' view of

What unemployment has actually occurred must...be due primarily to the minimum wages that have been enacted

minimum wage legislation was published by Allan G. King in 1974. He argued that the high labour turnover of the class of labour usually affected by minimum wage rates puts a special complexion on the whole matter. In casual labour markets the more frequently jobs turn over, the more is the 'average' experience descriptive of the experiences of each worker. The more that variance in earnings approaches zero the more meaningless it is to distinguish between those who benefit and those who are harmed by the legislation. If the percentage increases in the wage rate caused by legislation exceeds the percentage decline in the employment ratio, minimum wage laws will benefit members of the target group.

The definition of the 'target group' is crucial, however. King found that a small increase in the minimum wage would improve the welfare of male and female teenage workers. But when these groups were broken down he found that some smaller component groups, namely non-white teenagers of both sexes, would still be significantly harmed by an increase in the minimum wage. Despite his more sophisticated analysis, King's results would still fail to pass the tests of equity referred to above.

His analysis, moreover, does not take full account of the dependency between turnover rates and minimum wage legislation. Demonstration of such dependency was made by Martin S. Feldstein in a 1973 study.* He argued that because of minimum

wage laws fewer firms can offer useful on-the-job training to a broad class of young employees. With minimum wage laws, the net product of such workers having training is likely to be much lower than the wage, a fact that discourages employers from offering training. Young people are thus prevented from 'buying' on-the-job training by taking a very low wage for a year or so. The jobs offered ultimately become unsatisfactory 'dead-end' jobs in which the employer takes little interest in the career plans of those he employs. A feature of Feldstein's findings is that the consequent high turn-over rates is due significantly to voluntary action by the employees; that is, to high quitting rates and short-run absenteeism. Feldstein, moreover, focussed upon *lifetime* incomes. He concluded: "The lack of additional training for those who start with low skills makes them part of the permanent poor. For the disadvantaged, the minimum wage law might have the ironic affect of lowering lifetime incomes by a very large amount."

Obviously, further empirical studies of the consequences of minimum wage legislation must be encouraged if policy makers are to be fully informed of the potential and possibly serious, if unintended, consequences of their actions. It is unfortunate that in Canada there has so far been very little systematic research. Yet in 1974 the Canadian federal minimum wage at \$2.20 was 20 cents ahead of its American counterpart. Among the provinces British Columbia took the lead last year with a \$2.50 minimum. Figures from the Labour Force Survey Division of Statistics Canada indicate that B.C.'s average rate of unemployment for those aged 14 to 19 in 1974 was 13.7 per cent. This exceeded the Canadian rate of 11.6 per cent for this group by just over 2 per cent. Teenage unemployment

* *Lowering the Permanent Rate of Unemployment*: A study prepared for the use of the joint economic committee of the U.S. Congress, September 18, 1973. "The Appeal of Minimum Wage Laws and the Invisible Hand in Government," *Public Choice* Vol XIV Spring 1973.

generally in Canada in 1974 was slightly more than twice the rate for prime-age men.

As stated earlier, the apparent or alleged purpose of minimum wage legislation is to reduce poverty or inequality. The American evidence shows a strong probability that if this is the real objective, from the standpoint of the very poorest workers, the legislation has been perverse. At the very least it has been accompanied by much uncertainty. As Goldfarb put it, if income redistribution is required why

Teenage unemployment is believed by all writers to be particularly sensitive to statutory minimum wages

can it not be achieved more directly with much less uncertainty by fiscal means? The adoption of a guaranteed incomes policy for instance would accomplish the same end. Moreover, this policy would attack the poverty problem at all levels, among families that do not have family heads in the work force as well as those who do.

Interestingly enough, Goldfarb provides a potential answer to his own question. He observes in passing that the reduction of poverty is not the major goal of all forces supporting minimum wage legislation. Certain groups in society have an interest in reducing the competition they face from lower priced labour. In the U.S., the employers in the northern industrial states have always supported—in their own self-interest—legislation that reduces competition from the lower-wage firms in the South. Unions have a similar interest and it is not surprising that they turn out to be the strongest advocates of minimum wages even if the latter increase the danger of unemployment. Social reformers, in other words, have to face political reality when suggesting better ways of reducing poverty. Otherwise they will continue to stand surprised when the political process, as it operates, pays little or no heed to their advice.

An article in 1973 by Frank G. Steindl provides the most stark analysis to date of the 'lobby force explanation' of minimum wages. The essence of his theory is simply that if the number of those in a given occupation who are helped by minimum wages exceeds the number who are injured there will be political gains for those enacting



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'I'm afraid we have bad news, Mr. Brown. You're as sound as a dollar!'

the policy. The lobby in support is larger than that in opposition and the legislators will respond accordingly. For the conventional social reformer this will be the most pessimistic finding of all. Yet Steindl does not necessarily have the last word. The economics of politics postulates that political parties are most sensitive to the wishes of the 'middle (median) voter'. The latter does not inevitably overlap with Steindl's lobbyist. Much depends meanwhile on how well the middle voter is informed. [9]



The GLT Strike

The Government as Employer

by William Doherty

Earlier this year, havoc in the postal service, stalled grain shipments, and closed airports resulted from a five-week strike by government employees.

The selective and rotating strike by 18,618 members of the Public Service Alliance of Canada was designed to speed up a settlement by hitting the employer where it hurt.

The strike not only received considerable press coverage but focused attention on the question of the right to strike for public servants.

For the union officials involved it was a bitter strike and only reinforced their convictions that the government as employer is ruthless, uncaring and seldom bargains in good faith.

As recently as April 23, 1975, Jean Chrétien, president of the Treasury Board, said to a luncheon meeting of businessmen in Toronto: "Our policy is comparability with the private sector."

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John Evans

If that were true then the General Labour and Trades strike was both avoidable and unnecessary. It was simply the culmination of bad industrial relations. And the government as employer has a history of poor industrial relations.

All parties to the GLT dispute must take their share of the blame, however. The public, concerned only with its own comfort, was heedless of the growing discontent and resentment in the public service.

The Alliance and its predecessors had convinced their members that collective bargaining would bring new

gains and remove the stigma of second-class citizenship.

Collective bargaining, they said, would restore the rights that employees had lost when they joined the public service. The "Promised Land" lay just beyond the passing of the Public Service Staff Relations Act in 1967. Public service employees had only to follow their leaders to the new land of collective bargaining, flowing with milk and honey.

The government as employer has a poor history of industrial relations

Under the old regime, when the Cabinet and the Civil Service Commission wore the employer's mantle of authority, the welfare of the

civil service was often sacrificed to the political needs of the moment.

The civil service had known this condition almost since its inception, it had always realized that its working conditions and pay depended almost entirely on the situation in the House of Commons.

In the early years of the civil service, remedial action applied to any problem related to wages or working conditions was long delayed and usually inadequate. Although an early classification study was made in 1918, only stop-gap bonuses that were less than those recommended by the classification firm were granted to civil service employees, always with the explanation that the whole problem was under active consideration by the government.

Finally, in 1924, the King government got around to doing something about the hit-and-miss bonus system. It "stabilized" salaries. This meant that a letter carrier who was earning \$750 per annum plus bonuses of \$480 to a total of \$1,230 had his pay "stabilized" at \$1,020.

In 1940, civil service salaries were frozen at their 1926-29 level. They were so low that female clerks attempting to live in Ottawa on \$60 a month were found by an impartial committee to be badly undernourished, and fears were expressed for their health.

In 1957, the Canadian government finally decided to establish coherent pay rates for a growing civil service. It established the Bureau of Pay Research under the chairmanship of George E. Gauthier. The new Bureau would survey the pay rates of good employers in outside industry and thus be in a position to make objective recommendations to the government through the Civil Service Commission.

But Utopia was not to come so easily. Shortly thereafter Prime Minister



GLT pickets on Parliament Hill

Diefenbaker warned industry and labour to hold the line on wages and prices, and as a grand political gesture, ordered that the civil service lead the way. Even the press was concerned and the *Ottawa Journal* queried: "Are we to hold the line on civil service salaries only?" But the Minister of Finance, replying to recommendations for civil service pay increases, said: "The government's financial position will not permit the assumption of such enlargement of the cost of government this year..." Once more civil servants were forced to carry the economies of government out of their own pockets.

It was not a unique decision; on July 24th, 1962, when another review of some civil service salaries indicated the need for an increase, the finance minister's response was: "The government's decision is to defer consideration of the pay recommendations during this emergency period..." There was a balance of payments problem and the government's solution was to freeze civil service pay rates, although there was no wage freeze elsewhere.

The system using the Pay Research Bureau and the Commission could have been a workable alternative to

salary increases that in the past had always come too little and too late. General acceptance of the system developed by the Civil Service Commission and the Pay Research Bureau during the period 1957 to 1962 was a good indication that it could have brought about satisfactory order in the employer's salary-setting problems, but it was not permitted to exist in an objective atmosphere.

Civil servants were forced to carry the economies of government out of their own pockets

Instead, it was subjected to many changes arising from pressures exerted on the government as employer. The government's role in its relationships with its employees remained relatively secondary and unimportant. Nevertheless, the Pay Research Bureau's salary-setting criteria were not questioned and the model soon became known as the "PRB Salary Universe" (50% Universe).

In December 1962, the PRB universe was rejected by the Treasury Board

as "being much too rich..." The Pay Research Bureau and the Commission were then presented with pay schedules that the Treasury Board said would be satisfactory to it. The technicians in the PRB were expected to use the Treasury Board pay schedules to work backwards to a salary universe that would justify the pay scales considered acceptable to the Treasury Board.

That was the beginning of the "Treasury Board Salary Universe" (75% Universe) and the end of a system that would have been acceptable to the Canadian public, the staff organizations and the Commission itself. From that point on, each party to the disagreement was wedded to its own salary universe criteria.

If the parties could not agree on the type of universe that would be used to establish salaries in the civil service, there could never be agreement on any matters even remotely touching on salaries. So the Civil Service Commission, in an effort to reach a compromise, developed a "Civil Service Commission Universe" (60% Universe).

The argument continued long after the coming of collective bargaining in March 1967. The Treasury Board could afford to wait and did so and its adamant position forced the associations to a realization that they had to speak Treasury Board language or there would be no dialogue.

Good industrial relations require a mutually satisfactory base

Reluctantly, the staff associations agreed to use the Treasury Board Salary Universe (75% Universe) as the sole criteria for future wage negotiations. But the bitter disagreements were further exacerbated when the Treasury Board obtained a fourth universe from the Pay Research Bureau — the total Universe (100% Universe) — on the pretext that it was needed to determine salaries for the armed forces, and subsequently introduced it to collective bargaining contrary to a previous agreement with the staff associations.

The unskilled, semi-skilled and skilled workers in the civil service had their troubles also. Although they had been brought under the protection of the Civil Service Act in 1919, from 1922 to 1925 most of their positions were removed from the protection of the Civil Service Act for purposes of local hiring and patronage. Along with the disappearance of that protection went their fringe benefits. It was not until the World War II years that they began to recover part of their statutory holidays, retirement leave and other benefits because the government couldn't hire tradesmen and labourers without offering the same or better benefits than private industry.

Government workers who were known as "prevailing rate employees" enjoyed certain advantages; a wage setting system had grown up prior to World War II, which pegged their wages to those prevailing in their area.

Within months of wage rate changes in the private sector, prevailing rate workers in the civil service usually received adjustments and increases in pay. The system continued in a more formal manner until 1967, the advent of collective bargaining. There were sporadic attempts by the Treasury Board to water down prevailing rates, such as the 1962 effort to establish four rates for carpenters ("trades helpers, bench carpenters, construction carpenters and maintenance carpenters") but they failed, not only because of staff association pressure but because the tradesmen found the system unacceptable, and looked elsewhere for work. The government has always regarded as holy writ the principles of "retention and recruitment." Because it was not able to retain or recruit tradesmen, it had to re-examine the criteria on which it was basing its hiring practices and re-institute the prevailing rate practice for its tradesmen.

The Public Service Staff Relations Act was passed in March 1967 and after the flurry of organization, certification



GLT strikers demonstrate on Parliament Hill

hearings and the preparation of bargaining demands, the federal employee unions got down to the job of collective bargaining in 1968. Establishing General Labour and Trades rates of pay for the year past was not difficult; the negotiating teams simply adjusted public service wages on the basis of the old system of equating them with selected rates outside.

The second cycle of the contract was more difficult, however. The rates for that period had to be projected because the wage surveys had not been completed. The answer, of course, was to adjust wages on a percentage basis across the board, so the new contract included prevailing rates for 1967 and a further adjustment on a percentage basis for 1968.

The following cycle was much more difficult. By this time, the Treasury Board had determined that it was not wedded to prevailing rates outside the public service. There was some validity in its arguments because the construction industry rates had moved very rapidly and had even outstripped the industrial wage rates, regarded as norms in other times. Instead of finding a compromise position, the government insisted on a total break from the previously accepted criteria.

There was no way, it said, that it would continue to relate in any way trade rates in the public service with those in private industry, particularly the construction industry.

Attempts by the union to work out an acceptable percentage-related basis fell on deaf ears. The union offered to compromise by suggesting that trade rates in the public service could be, for example, 90 per cent of the going trade rate outside. But the proffered compromise was rejected by the employer.

In August 1970, in response to an urgent request by the Treasury Board "connected with matters related to

As far as the public service strikes are concerned, the General Labour and Trades stoppage was a relatively minor dispute

Armed Forces pay," the Pay Research Bureau provided the employer with the 100% Universe, which included almost every establishment surveyed in the wage rate survey. In effect, this meant that the Treasury Board was introducing at the collective bargaining table the 100 per cent Universe that included small shops of every kind, with a resultant dragging down of averages and other means of comparison with private industry used by the public service.

The two parties continued their dialogue of the deaf until finally the union placed the matter before an arbitration tribunal, whereupon employer and union took diametrically opposed positions and argued from their own salary-setting criteria. The tribunal admitted its inability to understand the arguments and even implied that it did not have time to study the question in any depth. It concluded that an across-the-board percentage increase would maintain the status quo and allow someone else at a later date to sort out the problem.

Its actions however had the opposite effect; they increased the many anomalies in the General Labour and Trades group and built in distortions that grew at an ever-increasing rate. Although the union appealed the decision and had to do so to the same arbitration tribunal, the tribunal rejected the appeal and reinforced its earlier decisions, allowing the problems of wage rate comparison to become greater over the award period of three years.

The third collective agreement was a repeat of the second, complicated by admonitions from the Prices and Incomes Commission that became dogma in the public service. In no position to strike, the employees were forced to take what they were offered by an employer oblivious to still growing wage disparity problems. Under other circumstances the employees might have left the employer in growing numbers but many of them were tradesmen who joined the public service during and immediately after the war years. Their average age was 52, they had 20 to 30 years invested in a pension plan, and like other employees in the same circumstance, were virtually locked into their jobs.

By the time the union was able to get back to the bargaining table after the third cycle, the problems in many circumstances were insoluble. In some cases, trades rates in the public service had fallen as much as 50 per cent behind their external counterparts and there was no way the Canadian public or the employer could recognize the need to grant wage increases of such magnitude.

The Treasury Board still clung tenaciously to the 100% Universe and refused to talk about comparability of any kind with outside trade rates. It continued to argue that employees in the group should be paid wages equivalent to the averages obtained through the use of the 100% Universe.

On the other hand, the union argued that there had to be a relationship between the trade rates outside and the trade rates inside the public service. Although it agreed that the added value of the public service fringe benefit package should be taken into consideration, it still insisted that there must be a percentage relationship that would resolve the problem for years to come. The parties to the dispute were on a collision course and the stage was set

for the General Labour and Trades group strike.

As far as public service strikes are concerned, the General Labour and Trades stoppage was a relatively minor dispute. Other strikes have had much greater impact on the government but the General Labour and Trades "hit-and-run" selective strikes were a great inconvenience to the government.

Unfortunately, the latter's decision to ignore the anomalies in the pay system of the General Labour and Trades Group, and its determination, not as an employer but as a government, to set a "good example" for the rest of the country, predestined a settlement that would not resolve the real causes of the strike.

The settlement itself was mediocre, with one exception. Insofar as money issues were concerned, the final settlement was only a few percentage points above the recommendations of the majority report of the conciliation board.

The one advantage won by the union was a final agreement that the parties would co-operate to develop a new and mutually acceptable salary universe, something that could and should have been done many years ago, and something that would have been unnecessary if the Treasury Board had accepted with good grace the original Pay Research Bureau Salary Universe or the relationship to prevailing wage rates outside the public service that had existed until 1967.

The agreement between the parties concerning a new salary universe includes a provision for third party arbitration in the event of a deadlock.

It is still possible to relate the federal public service to outside rates. There will still be a need for collective bargaining because there will be a difference of opinion regarding the

relationship, that is, whether public service rates should be related to the *average* of a selected universe, the *median* point, the *third quartile*, or the *ninth decile* and so on.

No doubt, the technologists on both sides will find other areas of disagreement. The important fact, however, is that they would both be starting from the same statistical base. In the situation that has developed since 1962, it has been like two advocates from widely differing cultures each arguing his position in his own language but unable to understand the other.

The designation of employees is really only a way for the employer to take away the economic clout that any group would have in taking final strike action

Good industrial relations require a mutually satisfactory base. In broad terms, each side must recognize that there are certain areas, for the time being at least, that are the private domain of the other party. They must also recognize that the middle ground has to be developed so that they can meet on common terms. Let us use only one example — hours of work.

If the parties have agreed that over a period of time a select group of companies outside the public service will be used as criteria for triggering changes in hours of work for the public service, and that such changes should be implemented when 50 per cent of the selected companies have introduced a change, and if the parties abide by their commitments, then collective bargaining in the public service will work.

If, on the other hand, the parties go to the bargaining table determined to

give as little as possible and take as much as they can in an atmosphere of "win or lose", good industrial relations will not develop and bitter disagreements will be a prelude to frequent strikes and harsh confrontations.


The prosecutions of GLT members in particular are not conducive to good employer-employee relations, especially when the entire process of designating employees is unjust. The designation of employees is really only a way for the employer to take away the economic clout that any group would have in taking final strike action.

In the GLT group, close to a third of the employees are designated. When one looks at those who are, it is hard to see what constitutes the safety and security of the public and what constitutes politics.

Can there be industrial peace in the federal public service? The Public Service Alliance of Canada and its predecessors have demonstrated since 1957, when the Pay Research Bureau was established, their willingness to compromise in an effort to reach agreement.

The record shows that the staff side accepted the Pay Research Bureau Salary Universe but that it was rejected by the Treasury Board. The record shows that the staff side accepted the Civil Service Commission Salary Universe but that it was rejected by the Treasury Board.

And the record even shows that the staff side, albeit reluctantly, accepted the Treasury Board 75% Salary Universe but this too was rejected by the employer when he introduced the 100% Universe in 1970.

With give and take on both sides this unhappy relationship can be put behind us. Now is the time for Treasury Board to put a little water in its wine. 

Mine Safety

Millions for Production ... Pennies for Safety

by Ray Stevenson

In 1944, when the first collective agreements were signed between unions and companies operating in Canada's metal mining industry, demands for improvements in safety and health measures were placed on the bargaining table.

The reply, eloquently given by a spokesman for the International Nickel Company, was direct, germane, and inflexible: "Safety is the sole prerogative of management."

In 1975, 31 years later, Norman Wadge, former high-ranking Inco official, and now Director of the Ontario Mines Accident Prevention Association, told the Ontario Royal Commission on the Health and Safety of Workers in Mines: "Management is morally, legally and financially responsible for the occupational safety and health of its employees and cannot be excused or relieved of this responsibility."

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Between 1944 and 1973, 976 men were killed on the job in Ontario's mining industry and more than 90,000 non-fatal accidents occurred. How many more workers died as a result of industrially-induced respiratory diseases, including lung cancer, is not known because available statistics are based only on proven cases.

How many more died or were incapacitated as a result of their work environment, but did not become official statistics, is a moot question. On this score, current public inquiries into health standards are far from reassuring.

During the same years, the annual value of mining production in Ontario climbed from less than \$225 million in 1944, to \$2.4 billion in 1974, a tenfold increase. Interestingly, the average number of man-hours worked in the five years between 1969 and 1973 compared to the average worked in the years 1944 to '48, increased by slightly more than 30 per cent. Notwithstanding inflated metal prices, something approaching a technological revolution occurred during that period.

It is in this area, and against this background that the unanswered safety and health problems afflicting Canadian miners, smeltermen and millmen have to be studied and answers found to the annual slaughter taking place in "the third most hostile environment to which man has been exposed." This description of mines suggests that hazards in outer space and beneath the sea would rank

ahead of the underground world of mines, but thousands more lives have been snuffed out in the underground environment than have been sacrificed to our curiosity about the heavens or the ocean deeps.

A central contention regarding the safety and health of miners must be that while technology designed to increase hourly output per employee has leaped ahead in almost geometric progression, technology to protect and safeguard the life and health of the underground worker has lagged.

It is reasonable to assume that had as much money, scientific and engineering research and skill gone into developing effective safeguards and controls for the underground workers, as went into the development of new machinery and mining techniques, many of the deaths, broken and dismembered bodies and lingering physical impairments would have been avoided.

This of course does not mean that all technological developments and improvements have worsened the plight of the underground worker. A case in point illustrating how technology can lead to improved working conditions dates back 50 years to the inception of the wet drilling machine. Dry drilling is and was a virtual guarantee of the development of respiratory diseases such as silicosis. The incidence of silicosis dropped following the introduction of wet drilling, and was a welcome respite for the miners suffering the effects of clouds of flour-like rock dust that accompanied the operation of the old "widow maker" dry drilling machines.

But the wet drilling machine was introduced primarily because it was more efficient and did a better job, faster. The partial solution of the dust problem was merely a welcome adjunct that saved miners from silicosis and other respiratory diseases. Not all mine managers were

Technology to protect the life and health of the underground worker has lagged

quick to adopt the new technology, however. Dry drilling machines were used as late as the early 1950's in the St. Lawrence Mine in Newfoundland. In the neighbouring Newfoundland mine of Asarco at Buchans, dry drilling continued until the mid and late 1940s. And "widow making" proceeded apace, reflecting the "production first, cost-cutting" attitude all too prevalent in this harsh and dangerous industry. Another outstanding example of corporate mismanagement is the twenty-year-old situation involving the uranium miners at Elliot Lake.

In 1958, following months of what a union official described as a "national horror" because of the incredible frequency of fatalities, the Ontario Government established a Special Committee on Mining Practices in Elliot Lake. The committee was headed by Professor R.G.K. Morrison

and committee members were professors A.V. Corlett and H.R. Rice. All three were heads of the respective mining faculties at McGill, Queens, and University of Toronto.

Appearing before that Committee in 1958, I expressed my conviction that "the health and possibly the lives of men working in these area mines are at this moment in dire danger...The problem in the uranium mines is not the single question of silicosis, serious as this is. Linked to it is the problem of controlling exposure to the alpha rays of the daughters of Radon gas, RaA and RaC."

At another point in my submission I quoted Henry N. Doyle, then the assistant chief of the Occupational Health Program in the United States' Department of Health, Education and Welfare, as saying: "There exists a severe potential health problem in the uranium mines. If we wait until biological damage becomes clinically detectable the changes will be irreversible and, within our present knowledge, unresponsive to medical therapy. This means that any delay in establishing control measures is extremely hazardous."



Use of the "wet" drill can help preserve miners' health by reducing dust underground

Inter Nations: d p a

Echoing this statement, I added: "Complete control of the highly silicious dusts and of the radon gas must be effected with all haste... Failure to accomplish the complete control of dust and radiation in these mines will result only in possible irretrievable tragedy for the men..."

There is no satisfaction in having prophesied "irretrievable tragedy" some 17 years ago. But "irretrievable tragedy" we now have in abundance at Elliot Lake—lung cancer, silicotic deaths, and impairment of more than 80 men. Without question, there is more to come.

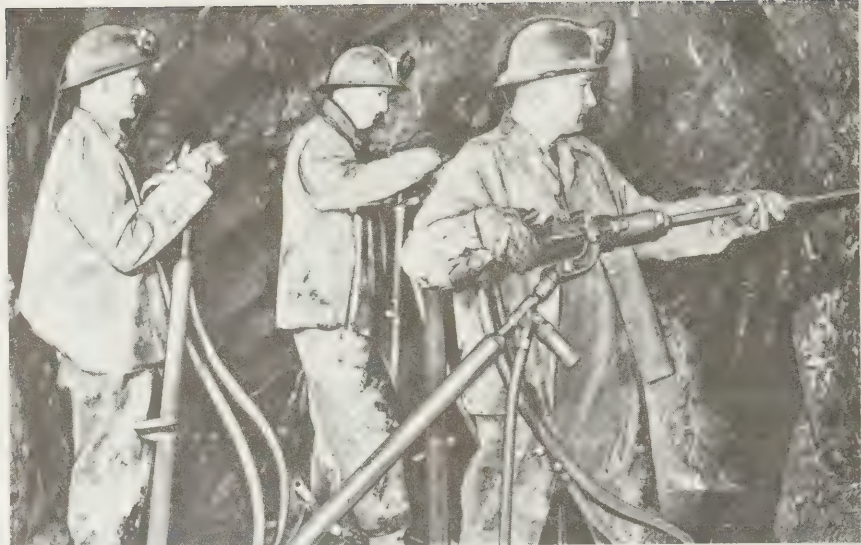
Why did this happen in the face of such warnings, which were later reiterated by the special committee, the union, and others.

First and foremost, "safety" was and is "the sole prerogative of management," and under pressures to meet market demands, management was little concerned about the warnings or the "dire consequences" taking place under its very nose.

Other instances of such callous corporate policies can be cited. Included would be the tragic cases of lung cancer at a nickel sintering plant built in Coppercliff, Ontario in 1948 by the International Nickel Company. At that time it had been known for years that similar nickel sintering plant processes and operations in Clydach, Wales, had induced lung cancer.

During a February appearance in Sudbury before the Ham Royal Commission, a senior Inco vice-president had to admit under questioning that "if you are saying that we were pretty dumb not to have known what was going on in 1948, you may be right." The result of that "dumbness" was 61 detected cases of lung cancer.

A strong case can be made that mine managers have not only failed in the discharge of their so-called "sole



Miners working underground are in constant danger

prerogative for safety" but that the entire question has been relegated to, at the very best, a secondary position on the list of corporate priorities. The horrendous record of fatalities, injury and disease, currently coming to light, bears that out.

There are those who will argue that the unions likewise have failed in their efforts to improve the situation. Some critics may be justified in saying unions may not have stormed the heavens vigorously enough in the past on the issues of job safety and health.

Under no circumstances should the lives, health or safety of workers be traded for wage increases

However, it is likewise true that as long as governments accept the "sole prerogative" stance that permits mining companies to pursue policies aimed at maximizing production with little regard for safety and health requirements, unions are forced to

face an adversary armed with a stacked deck.

Under no circumstances should the lives, health or safety of workers be traded for wage increases, pensions and other benefits. But the unions have had no alternative when faced with governmental policies that allowed managements the "sole rights" on safety and health matters. Whatever improvements there have been are the result of pressure from organized labour.

At best, safety is a grey area where breaches have been shocking but are at last coming to light before the Ham Commission and being publicized by the media. No longer can the public, governments, or unions accept that there is no wider responsibility for these matters beyond the narrow economic interests of management. What has happened, and is happening, in the area of industrial safety and health, properly belongs in the public arena under the searchlights of full disclosure and scrutiny. Upgrading safety and health measures for employees must become a matter of general public policy.

No doubt, loud cries will emanate from governments, political figures, and others, to the effect that they "have been involved." If there is a grain of truth in that, it can at best be said that such involvement has been peripheral. At times, mines safety acts, mine inspection branches and the like, which allegedly fall into the general category of "public control," have actually covered up and obscured the shocking state of underground working conditions.

Exemptions from what regulations there are, frequent selection of management-oriented mine safety inspectors, and pigeon-holed committee and commission reports on investigations are part and parcel of the tragic and dismal record of safety and health throughout the mining industry.

Working alone, under millions of tons of moving rock; surrounded by potentially the darkest dark known to man, and separated from it by one small battery lamp that is subject to failure, sometimes working over and around half-mile-deep shafts, and other caverns and holes, sometimes surrounded by noxious fumes and "knock-out" gases, climbing hundreds of feet of ladders, standing on slippery and uncertain terrain, working with heavy high-compression machines, scaling huge chunks of 'loose' rock, and using high explosives—all this must be granted as more than moderately dangerous to life and health.

Yet despite repeated demands and appeals by the unions to governments and management that no man be allowed to work underground alone, men are not only permitted to work alone, but are ordered to do so. There is no regulation, no edict, no law that says a miner has a right to refuse to work alone or to insist on being

accompanied by a "partner." The penalty for those who refuse includes suspension, firing, or demotion.

There is no question in any reasonable and knowledgeable person's mind that injured men have died alone underground because assistance following an accident was not readily available to them.

In June this year, Leo Bernier, Ontario's minister of natural resources proposed to the Ham Royal Commission on the Health and Safety of Miners in Ontario, the enactment of a new "Code to Promote Health and Safety Activity in Mines." Through this proposed new code, the minister suggested "...we attempt to establish worker participation as a matter of right."

Making the workers "right" to "participate" a matter of law is a desirable move and one that unionists would welcome. Unanswered is the question of what "rights" individual workmen and their bargaining agents would exercise. In the face of a

Men have died alone underground because assistance was not readily available

hazard that may arise at any time, no workman has the legal right to refuse to work until that particular hazard is removed. Clearly such a "right" should become law under the new code.

What is significant about Bernier's proposal is that after at least 20 years of pleas and demands from the unions, there appears to be a change in the old hard-nosed governmental



Origène Tellier, crippled by silicosis after working 10 years in Elliot Lake's uranium mines

attitude that acquiesced in industry's "sole prerogative" theory.

Changes in public policy, scientific research and engineering to change the work environment underground, mounting pressure from an informed public, vigorous action by government agencies, vigilance and a highly developed campaign by the unions, can and must bring safety to the job. More than \$6 billion in annual mineral production nationally surely could provide sufficient funds to develop scientific research, engineering, and technology to make mining less hazardous. As proposed by the Steelworkers Union to the Ham Commission, a 2 per cent levy on Ontario mineral production alone would provide upwards of \$40 million annually to launch safety programs. That would be a good start. [g]

Building a Pension Plan

by J.R. Washburn

How do a powerful union and a major multi-employer industry go about setting up and administering a pension plan giving each side an equal voice in all matters, while in some areas each side has different objectives? The creation of the I.W.A.—Forest Industry Pension Plan in Western Canada exemplifies some problems and solutions.

For many years prior to 1973, the International Woodworkers of America, Western Canadian Region No. 1, which encompasses British Columbia, Alberta, Saskatchewan and Manitoba, had become increasingly dissatisfied with the pension situation of its members. In general, only the largest companies in the forest products industry had pension plans, and these had serious faults.

Such plans required contributions from employees, were company-controlled and were set up in such a way that,

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with rising pension fund earnings at that time, company contributions were minimal. The plans were integrated with the Canada Pension Plan, and a rapidly rising pensionable earnings rate under that plan indicated to the I.W.A. that there were rocks ahead. Vesting took too long, early retirement discounts were severe and benefits low. Worse, there was no pension portability among the plans of the various companies. Unless vested, a worker changing employers in the industry got only his own money back with, usually, a low rate of interest. His participation in his employer's pension plan had not benefited him, only his company.

Sadly, most working people are not aware of the advantage of a private registered retirement income plan in such circumstances and the money was usually spent. Of the I.W.A.'s membership in Western Canada, only some 13 per cent were in a company pension plan and, of these, only a portion would ever draw a pension from such a plan when their working days were over.

In 1972, the I.W.A. negotiated with Forest Industrial Relations Limited (the major employers' group in the industry, representing about 120 companies) a pension clause in the master contract providing for a joint committee empowered to establish and administer a pension plan. The plan was to be funded by the employers on a cents-per-hour-worked basis. Three trustees appointed by the I.W.A. and three appointed by the F.I.R. then sat down to produce a pension plan

that would become effective June 15, 1973.

The first problem was the writing of a trust agreement setting up the trust legally and defining the powers and obligations of the trustees. A simple, standard task any good lawyer could do in two hours? Not so. The F.I.R. trustees were subject to instructions from F.I.R.'s executive committee, consisting in essence of senior executives of the largest companies in the industry. The I.W.A. trustees, although they had more leeway and could make decisions more quickly (one of the trustees was the union's president, first Jack Moore then Jack Munro), were still responsible to the regional executive board, on which every local union is represented, and ultimately to the membership. How should the voting of members of the board of trustees be carried out and translated into action? How could fundamental disagreements be resolved?

Eventually, it was agreed that the board of trustees would act only by unanimous consent. The union-appointed trustees collectively would have one vote, and the F.I.R.-appointed trustees similarly would have one vote. To resolve a stalemate, provision was made for binding arbitration by a judge of the Superior Court or the Appeals Court. Fear of the terrible wrath of a judge roused from his routine to rule on some detail of a pension plan has to date helped to restrain either side from going to arbitration.

The next problem was more difficult. From the first, the I.W.A. had intended that all its members should benefit from the union's entry into the pension field, not just members who were employees of F.I.R.'s client companies. There were hundreds of companies that F.I.R. did not represent. A way had to be found to bring as many of them as possible into the plan. The trust agreement, in

the union's view, had to contain provision for "independent" (non-F.I.R.) companies to join.

In meeting after meeting, the F.I.R. trustees resisted this concept. Finally, the author and Jack Munro, then first vice-president (now president) of the I.W.A., went over to Victoria and talked to some people we know. We explained the situation and said the plan we were working on could be a major breakthrough in Canadian industrial pension plans, that it could produce the greatest amount of pension portability among employers in the country, outside of the Canada/Quebec pension plans. We said what we had in mind would benefit not only our large membership but the companies, too, by helping to stabilize the work force throughout the whole industry. We asked those we talked with to please find some way to "nudge the dinosaurs." They listened to us carefully and made no commitment, but at the next meeting of the trustees, F.I.R. agreed that the plan could admit the "independents." The trust agreement could then be written and signed.

That decision has resulted in the plan's being completely portable for the employees of more than 500 companies in British Columbia, Alberta, Saskatchewan and Manitoba.

What sort of pension plan was it to be? Considering the modest levels of cents-per-hour funding initially negotiated, what weight of benefits should be allocated to older employees who were retiring immediately or who did not have many years during which to build up their pension, and what weight of yearly accrual of their future pension should be allocated to younger employees who had, perhaps, two or three decades in which to build up a pension?

The clash of philosophies and objectives between the I.W.A.-appointed trustees and the F.I.R.-

appointed trustees was immediate. F.I.R. knew that the average age of the employees was relatively young. They reasoned that if the future accrual rate (the additional pension a man gets for each year he works after commencement of the plan) was set at the maximum possible, there would be less pressure upon the union executive from the membership to negotiate from time to time higher cents-per-hour rates of funding into the plan. The I.W.A. believed the older employees must not be abandoned, that at the outset of this pension plan the greatest weight of benefit must go to them, despite the fact that little or no funding into the plan could be made on their behalf because they were older. It was believed the younger members would be content at the start of the plan with a token future accrual rate, so that older trade unionists could have something to ease their retirement.

Eventually, after many meetings, the main weight of the pension benefits available was tipped in favour of the older employees; younger members were given a tiny future accrual rate of \$5.00 per month for each year of work. The I.W.A. trustees' assessment of the attitude of the younger members proved accurate. They didn't complain.

In the end, it was possible to agree on a plan that contained nearly all the provisions the I.W.A. wanted. In general, what the union had sought was sound from the aspects of both public policy and humanity. If the F.I.R. trustees had ever contemplated going to arbitration during these difficult negotiations, they might have been deterred by fear that a judge would rule against them.

Concurrently with resolution of these problems, it was necessary for the board of trustees to select legal counsel, actuaries, auditors, a custodian (a responsible financial institution to hold the securities of the fund and pay pensions), an

administrator (to take care of the complex and important day-to-day administration of the plan) and, very important, to appoint investment counsel to manage, under general direction of the trustees, the investments of the fund.

The reason this latter appointment is so important is that, over the long haul, a 1 per cent increase in the annual earnings of a pension fund can result in a 20 per cent increase in benefits. Four firms of money managers were appointed after more than 30 Canadian financial institutions were asked to respond to a detailed questionnaire, and a number were interviewed. Each of the four chosen receives a quarter of the flow of money available for investment. Each must report regularly to the board and, in addition, a firm was hired that specializes in the technical business of measuring performance and risks assumed by pension funds. It will measure annually performance of each of the four investment counsel and performance of the whole fund against performance of other major pension funds in Canada.

All these appointments and decisions were made without serious difficulty because in this area many of the objectives of the I.W.A. trustees and the F.I.R. trustees were similar. Throughout the whole of the long negotiations resulting in establishment of the plan it was possible for both sides to maintain an atmosphere of civility and mutual respect.

The I.W.A.-Forest Industry Pension Plan now covers about 35,000

persons employed by more than 500 forest industry companies in Western Canada. There are more than 1,000 pensioners and the fund approaches \$10,000,000.

A good beginning; but only that. An initial setback was that the employers' associations in the southern interior and northern interior of British Columbia (counterparts of F.I.R. but much smaller) agreed to essentially the same pension terms and benefits but insisted that separate pension plans, separately administered, be set up in their areas, and this had to be done. It has produced not only excessive costs by duplication of

expenses but also serious problems regarding portability among the three plans. These three plans can be amalgamated easily, with benefit to the members and, we believe, to the forest industry as a whole. It is the firm intention of the I.W.A. to achieve this objective as soon as possible.

The other problem facing the union at this time is to move a step forward in the process of developing ultimately a pension system with benefits adequate for its membership, including improvements from time to time in the pensions of those who have already retired. For this, further funding will be required from the employers. [g]



"So what else is new?"

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Women Derive Special Benefits From Government "Make-Work" Programs

by Patricia Paul

The Canadian concept of job creation in the 1970s can play a significant role in ensuring that women will not be shunted aside while an attempt is made to cope with a slower rate of economic growth.

In times of high unemployment, the diminishing number of productive jobs have been saved for the favoured groups of our society—men.

As technology frees us from menial tasks and leads us into more leisure time, fewer and fewer industrial jobs will be available. Instead of devising employment policies aimed at putting people into industrial jobs, it would be preferable to devise policies that promote conversion to a service society.

Patricia Paul is an information officer with the Canada Department of Manpower and Immigration.



Charlie Chew

This is precisely the philosophical basis of job-creation programs in Canada today—programs that are ideal for women and that women should be taking every opportunity to exploit.

By now, most Canadians are aware of the Local Initiatives Program (LIP) Opportunities for Youth (OFY) and to a lesser extent the Local Employment Assistance Program (LEAP).

These programs were created in the early seventies when economic conditions started to decline and the technological society was providing fewer jobs. LIP is a winter unemployment program that allows the unemployed to create their own jobs—jobs that will also benefit the community. OFY is essentially the same although the program is directed at unemployed youth during the summer months. The Local Employment Assistance Program was designed for those people who despite normal economic conditions find it practically impossible to find a job—people who might have a physical or mental handicap or perhaps a history of alcoholism or a criminal record. Funding for projects under this program is provided for up to three years.

Women may be certain they won't be discriminated against in any of the programs. A concerted effort has been made by program administrators to ensure that women are fairly represented in all segments of the program, in both the actual number of projects that get funded and in the administration of the programs. A woman is the director of LEAP, and the acting director of OFY is also a woman. Both women are acutely aware of the problems women face in our society.

When OFY first got underway in 1970, only 26 per cent of the participants were women. This was because women comprised only 23.1 per cent of the applicants for funds.

The following year a concerted effort was made on the part of project officers to solicit project proposals from women. The female participation rate rose to 44.9 per cent that year and by 1974, women accounted for 53.3 per cent of the participants, more than the percentage of women in the student labour force.

A similar situation occurred with LIP. In 1971, 24 per cent of the workers were women, but this ratio changed drastically. In the 1973-74 program, 38.4 per cent of the project participants were female.

In LEAP—newest of the three job creation programs—26 per cent of the participants are women. It is interesting to note that the same percentage of women occupy managerial or supervisory positions in the individual projects.

Because job creation programs allow individuals to create their own jobs, they can be used to better the situation of women. And this is what has been done. Women's information bureaus, rape crisis centres, women's presses and newspapers, and projects researching the contribution women have made to society have been funded.

But job creation programs mean more than funding projects that benefit women. They allow individual participants to develop skills that they might not otherwise have a chance to develop. Because projects are administered by participants themselves, women often find themselves in supervisory positions, giving them an opportunity to develop managerial skills. Because rigid educational and experience requirements are not demanded, participants find themselves doing tasks that only highly qualified professionals normally do. Women who have never written before find their articles being published in weekly newspapers, women who have never taken sociology courses find themselves doing statistical research. The opportunity to work on job creation programs allows women to explore career possibilities in a very tangible way.

A study of the 1974 OFY program showed that 75 per cent of all projects were either fully or partly related to the participants' field of study. This percentage was slightly higher for women.

The 1972-73 LIP study showed that nearly three-quarters of LIP workers felt they had learned new skills on the job, and about two-thirds believed they had improved existing skills. Construction projects, which hired men almost exclusively, were not viewed as favourably by the study as non-construction projects. Similar proportions of workers—67 per cent—believed they had both a better chance of getting a job in the future and a better chance of earning a higher wage.

These programs have also given homemakers a chance to re-enter the labour force. Because many have lost their skills and their confidence, job creation programs are an ideal place to start rebuilding them.

Just prior to employment through the

1972-73 LIP program, about 15 per cent of women participants had been keeping house for most of the year. Among them, two thirds remained in the labour force and one third returned to housework.

Many of the older women had difficulty in finding employment after their LIP job. LIP gave them an opportunity, however, to build up their confidence to start looking for work. Most of the younger women found it much easier to find employment after their LIP job ended.

Research has shown that women are more frequently anxious about finding intrinsically satisfying work. Job creation programs allow them to fill their need for meaningful work, work they feel is important. This is reflected in a study of the 1974 OFY program. Job satisfaction was very high among the participants, regardless of sex or educational level, with 73 per cent reporting being "very satisfied" and 24 per cent being "somewhat satisfied." It is interesting to note that money played a very minor part in the satisfaction expressed. In fact, the least satisfied were among those who felt they were being paid too much. Those who felt "overpaid" were generally females associated with recreational or cultural—artistic projects who did not regard their OFY job as a form of work. Those who felt financially deprived were more likely to be males attending university.

Given the slower economic growth rate of the 1970s and the transition to a leisure society, it may well be that job creation programs can take a leading role in changing the status of women. The programs provide new ways for women to enter the labour force in increasingly satisfactory conditions that allow them to contribute economically to their own lives as well as to contribute to society in ways that are significant for them. [g]

The Finkelman Reports:

Observations on The Public Service Staff Relations Act

by Brian Huggins

An important precedent was set when Jacob Finkelman, chairman of the Public Service Staff Relations Board issued not one but two reports suggesting revisions to the Public Service Staff Relations Act.

His first submission to the president of the Privy Council in March 1974 presented a thorough review of the Act. But before the Special Joint Committee of the Senate and the House of Commons could pass judgment on the report and decide upon any remedial legislation, Finkelman took everyone by surprise by issuing a second report.

His decision to submit the supplementary report was motivated by intense union antagonism to his original recommendations.

On March 26 this year, Finkelman, in explaining to the committee why he was submitting the supplementary

Brian Huggins, a former information officer with Labour Canada and the Public Service Alliance of Canada, is a freelance writer in Ottawa.

report said: "In the introduction to my original report I observed that its recommendations were 'not for all time'. I had not thought when I made that comment that the time period would be so short. Having followed the proceedings of your committee... I now conclude it would be useful to place before you some further observations that take account of new evidence and new perspectives that have emerged in the course of the committee's deliberations."

The appearance of his *Supplementary Observations and Recommendations* brought no rejoicing among union representatives, who were intent on a

successful completion of 'their day in court.' In addition, members of the committee were at first disconcerted by the precedent of a supplementary report. By the end of their deliberations, however, the value of Finkelman's decision was recognized and appreciated. Suggestions for the new legislation soon to go from the committee to the House will largely be the fruit of that second report.

When considering a document as comprehensive as the Public Service

Definitions of the bargaining unit....the most contentious issue

Staff Relations Act, it would be invidious to cull one section as necessarily the most important to all

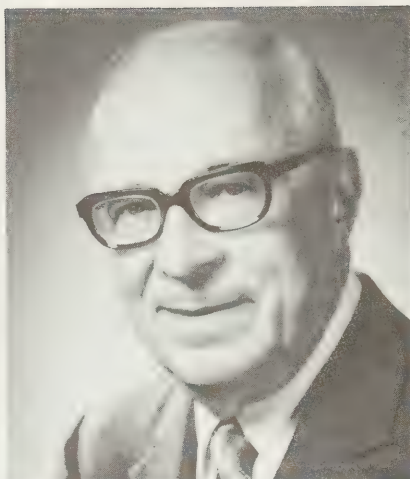
parties. There is no doubt, however, as to the universal interest in the Act's definitions of the bargaining unit. This subject, usually dealt with under *Managerial and Confidential Exclusions*, has always been the most contentious issue between the employer and the unions governed by the Act.

Finkelman goes to some lengths in his second report to emphasize that if the "management/non-management" line is found to be inconsistent and in some cases downright irrational, it is largely the fault of both bargaining agent and employer. He makes the point that this longstanding dispute originated with the parties themselves at the outset, during the period when employee organizations were devoting most of their energies to obtaining quick certification.

The report says, "to avoid delays... the bargaining agents concurred in the proposals made by the employer without much scrutiny of the base for the proposals. On the employer's side, there was also an alacrity to hasten the certification process and, particularly at the departmental level, a lack of full appreciation of what the management function involved. The vast majority of designations of persons employed in the managerial or confidential capacity were agreed to by the parties themselves without the intervention of the [Public Service Staff Relations] Board."

In his second report, Finkelman deals specifically with fears expressed by the bargaining agents that his first report had recommended an extension of the managerial "umbrella" to cover supervisory employees—one of the misconceptions that had concerned him when it was aired at length before the parliamentary committee.

"I wish to stress," he wrote, "something that appears to have been overlooked by many of the bargaining agents as well as by the Treasury Board Secretariat. The Public Service



John Evans

Finkelman

Staff Relations Board accorded bargaining rights to supervisors in 1967....There is not a word in my first report to suggest that this right be taken away."

In oral testimony before the committee, representatives of the Canadian Manufacturers' Association were adamant that the same criteria for exclusions in the current Ontario Labour Relations Act should be embodied in a new PSSRA. Finkelman, in his second report, clearly expressed his disagreement with the CMA on this point. He expressed disagreement with the CMA's contention that anyone responsible for evaluating the performance of other employees should be excluded from the bargaining unit.

"In the Canadian public service...[this] has not been a governing factor in establishing grounds for the exclusion of employees from collective bargaining, and any change in the legislation that moved in this direction would, in my opinion, be a retrograde step."

Having digested Finkelman's second thoughts on this contentious matter, the parliamentary committee may well suggest that suitable language be included in the new legislation to

make it clear that the Public Service Staff Relations Board would have the same authority it now has to certify units composed of, or including, supervisors.

On the larger question of where the managerial line is to be drawn, the committee may well agree with the employer that in some cases, particularly blue-collar operational areas, the employer lacks the kind of "managerial presence" necessary to achieve the goals of public policy.

On the subject of those involved in policy formulation the second report says "...Our concern in this area should not go beyond policy determination ...it is quite appropriate to exclude from collective bargaining those who 'effectively participate' in the determination of policy."

An even more complex issue than who is on which side of the managerial line, is the question of which public service employees who are members of a certified bargaining unit are to be denied the right to strike.

"Designating" such employees, where voluntary agreement on their status has not been achieved by employer and unions, falls upon the Public Service Staff Relations Board. Such decisions are based on whether an employee is or is likely to be engaged in work that is "necessary in the interest of the safety or security of the public."

The International Brotherhood of Electrical Workers in its testimony to the committee argued that the "safety and security" provisions of the existing legislation permit the employer to maintain "business as usual" in a way that relates in no way to safety and security.

But Finkelman's second report says "the issue must be weighed in a larger context." Finkelman would be extremely reluctant to support

legislation that denied an employer the right to carry on his business to the best of his ability during the course of a legal strike.

"It is a fact of life that some employees are better placed to bring economic pressure to bear on their employer through strike action. The electronic technicians are understandably frustrated that they have not been able to bring as much pressure to bear as the air traffic controllers."

Finkelman spends 15 pages of his second report reiterating the views of his first report on the subject of strikes.

His original proposals were designed to strengthen the authority of the bargaining agents

"Generally speaking," he says, "I was disappointed in the response of the bargaining agents to my recommendations regarding strikes."

His original proposals were designed to strengthen the authority of the bargaining agents, he emphasizes. But representatives of the bargaining units almost unanimously denounced in no uncertain terms the recommendations of the first report.

On Recommendation 109, designed to ensure that should a decision to strike be made, it be decided by the officers of the union responsible for negotiating the collective agreement.

In his second report Finkelman states: "I do not understand the rejection of this recommendation by the unions."

Recommendation 119 provides grounds for legal action against those who would use the right to strike "as a kind of license to intimidate and interfere with the freedoms of their

fellow citizens." The second report quotes an "open letter" from the president of the Public Service Alliance of Canada warning members to "respect the law," which led Finkelman to comment: "I must conclude that, in relation to the position taken by the Alliance on this recommendation [119], it was yielding to voices of those in its ranks who do not want to be required to conduct their relationships with the employer in lawful fashion...".

The Alliance objection was spelled out very explicitly in its brief: "If employees are dissatisfied with inadequate pensions, or with the high cost of medicare, or with the lack of a dental care plan in the public service, and they decide to set up a picket line not only on Parliament Hill but also in front of Place Bell Canada—which, among other groups, houses the federal Treasury Board Secretariat—these employees could be prosecuted."

Finkelman concludes the *Strikes and Lockouts* section of his second report with an enlargement of his original Recommendation 120. In the first report, this recommendation would have empowered the courts to impose on a daily basis penalties for illegal strike activity. His second report in effect proposes that the Board become a labour court, empowered to impose a variety of penalties on lawbreakers within certain strike situations:

"It will be argued... that the interpretation of federal statutes in matters involving the liabilities of citizens under law should remain an exclusive prerogative of the courts. I do not think that law and practice in this century in Canada will support such a thesis. We have long since departed from such ancient dictums in the administration of the affairs of this country."

Whether we have "long since departed" from ancient dictums is a

The committee is likely to suggest...more stringent penalties to discourage...dissident union members from "jumping the gun"

moot point; Parliament is unlikely to turn the Board into a labour court. The committee will surely recommend, however, that Parliament tighten procedures for designating essential services. The formula, ideally, should leave no room for either employer or union to exploit the designation process in any negotiation/conciliation/strike situation.

On the many aspects of unlawful activity both before and during strikes, the committee is likely to suggest Parliament order more stringent penalties to discourage isolated groups of dissident union members from "jumping the gun." The committee is unlikely to want public service unions to be tied down to announcing a strike date a specific number of days in advance. But the time within which a bargaining unit may call a strike, once a conciliation report has been handed down, will almost certainly be extended from the present 7 days to 14. The basic "right to strike" will not be questioned.

Other controversial issues commented upon by Finkelman in his second submission to the committee included: technological change; classification standards; layoff and recall; casual employment and service contracts; structure and powers of the Board.

The question of whether or not to bargain on classifications was a hot issue before the committee while the matter of guidelines for the employment of casuals and temporaries was probably the least contentious.

"This consultative procedure is nothing short of a recipe for disaster," declared the brief submitted by the Canadian Labour Congress on the subject of classification standards as a negotiable item.

It is undeniable that for all the bargaining agents representing federal public service employees, the prohibition on bringing matters relating to classification standards to the negotiating table has long rankled as a measure sorely limiting their ability to protect fully the interests of their members.

In his first report, Finkelman recommended that a "formal system of consultation on classification standards be introduced"—a consultative procedure castigated by the CLC. In his second report Finkelman says that although he agrees in principle that classification standards should be bargainable, he says the question to be resolved is whether the inclusion of full bargaining and arbitration rights in this area would place too heavy a burden on both unions and the Board, and by doing so, "jeopardize other dimensions of the collective bargaining relationship." On that score, the unions are quite willing to take their chances. For the Treasury Board's part, it is adamantly opposed to relinquishing unilateral control.

In his second report Finkelman suggests a compromise which in all likelihood will become the option put forward by the committee. It changes the consultation method to "permissible" bargaining, which is not referable to a conciliation board or to arbitration, and prohibits either strike or lockout action to resolve classification disputes. There is additional reason to believe, however, that the committee would go so far as to allow for recourse to some kind of special arbitration by recommending that classification standards be brought within the scope of collective bargaining.

A look at briefs and testimony given by unions on the issue of technological change often coincides with Canada Labour Code language on this subject. But, as Finkelman points out in his second report, the practicability of the code's provisions is limited because they apply only in a narrow set of circumstances. Finkelman goes on to draw attention to the kinship this subject has with the question of layoff and recall, and refers Committee members to the appropriate section, where he says:

It is likely the committee will endorse the employer's right to order short-term layoffs during strikes

"... the impact of layoff on employees would be bargainable; but their re-employment in other positions would be regulated by the Public Service Commission." He then re-states his recommendation 38 on recall. "The rationale for this layoff proposal... would also recognize the shared interests of the employer and the bargaining agent... and it would permit this aspect of technological change to be dealt with in the context of negotiations related to that subject."

In summary, it is likely the committee will endorse the employer's right to order short-term layoffs during strikes; the impact of long-term layoffs would become bargainable; recall to other positions would be in the hands of the PSC; but amendments to the Public Service Employment Act would set out the criteria the Commission must follow when proceeding with such recall. The committee will not accede to the unions' request to be given the right to negotiate and/or take strike action on a technological change issue during the life of a collective agreement, as permitted by the Canada Labour Code.

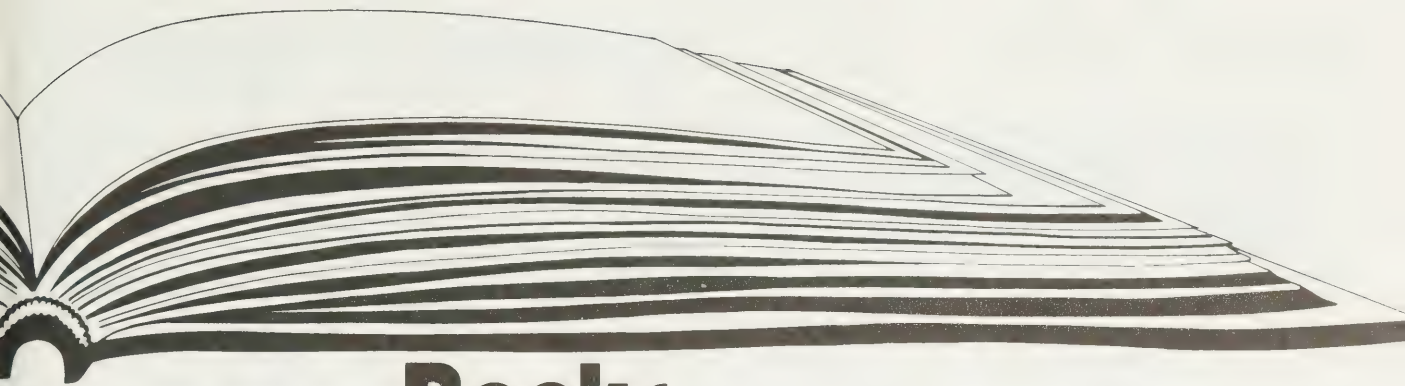
Reconciling views on the appropriate practice for employing casuals calls for decisions on duration of hire; applicability of the merit system; the special needs of students; and the special case of consultants and/or technical advisers.

There is a strong likelihood that the committee will follow the suggestion of the Public Service Commission that deputy heads be able to employ casuals for non-renewable periods of up to four months. Special provision would be made for the employment of students during vacation periods. The unions' concern over inclusion of casuals within the bargaining unit at some point would be met by a committee recommendation that the collective agreement "umbrella" automatically begin covering any temporary employee after 60 days.

The massive scope of Finkelman's reports, the briefs and other testimony of interested parties, plus the Hansard record of the committee's public hearings, plumbed the depths of the employer-employee relationship as never before.

This in itself was worthwhile, but the thoroughness of the examination carried out promises that the distillation provided by the Parliamentary Committee on Employer-Employee Relations will be extremely useful to the Commons and the Senate in their deliberations.

Armed with some two-and-a-half years of study, the joint committee has in its hands the power to influence favourably the long-term future collective bargaining in the federal public service. With its potential for exercising a profound influence on private sector collective bargaining, the findings of the committee are eagerly awaited by industrial relations specialists throughout the country. **[9]**



Books

Social Planning for Canada

League for Social Reconstruction
(Introduction by F. Scott et al.)
University of Toronto Press, Toronto,
1975.

It is difficult to review a book forty years after the appearance of the first edition. Indeed, the mere fact of its republication is somewhat indicative of the book's importance and value. The dilemma is, however, whether one should focus simply upon the internal merits of the book or on the impact the work and its authors (the League for Social Reconstruction) had historically upon the CCF and thus, indirectly, the NDP. I have chosen to do the former for the purposes of this review.

A number of questions immediately emerge with this book. Is it still *the* classic of Canadian socialism? Is it the epitome of the Canadian variant of "Fabian socialism"? The answer, I believe, is yes to both questions. Canadian socialism has been influenced until recently by the gradual reformism of the Fabian-like direction of the League's emphases. Thus, *Social Planning for Canada* reflects a belief in the necessity for a change

from the current social system. Indeed, the denunciations are both clear and relevant: "... big business exists for only one purpose, to serve the interests of big business; the interests of the rest of the community are an irrelevant consideration" (p.27). "Moreover capitalism is essentially and inescapably a scarcity economy..." (p.187). "The great condemnation of our system is that it makes an interest in 'things' the major interest, to the almost complete exclusion of an interest in values" (p.37). It is a commitment to radical change but without violence. Instead, the belief in reason prevails and thus, the basic rationale for the publication of this epic by the League. It was intended as a detailed analysis of the Canadian class system of the 1930s. As such, the work is lengthy (524 pages) and packed with tables and statistics. It is, in a sense, a precursor to other detailed but more recent radical sociological studies of capitalism such as John Porter's *The Vertical Mosaic* and Wallace Clement's *The Canadian Corporate Elite*.

As regards prose and readability, however, the work is rather turgid. While an important book, this new edition, like the 1935 edition, will likely be read by a few individual Canadian scholars who no doubt will be grateful

for this inexpensive edition. The general public, however, would have benefited far more from a re-issue of the condensed and far more popular summary edition entitled *Democracy Needs Socialism* (1938). One can only hope that a re-issue of the latter will be forthcoming.

The likeliness of few people reading the book is unfortunate for the work raises many important and unanswered questions about our social system. Indeed, decades before the Waffle they asked: "... a specific Canadian problem is that of the amount of non-Canadian investment. Who besides Canadians have stakes in the country? How much control have they? (p.53). Echoing, but not acknowledging Marx, they asserted: "In short, the existence of capitalism depends on the existence of a 'propertyless proletariat', a class of people who have no means of existence except by the sale of their ability to work" (p.105). Today one might add the growing "new white collar working class" who labour in our high-rise offices. On the perennial Canadian debate about whether to vote on the basis of individuals, leaders or party policies, the League asserted: "The great economic problems of Canada are not the result of party policies. They are the

inevitable results of the workings of our economic system" (p.487). Canadians, the League members believed, would rationally realize their condition, look at the positions of the various parties and vote accordingly. Such a belief in man's enlightened behaviour perhaps seems strange in our era that has seen the use of nuclear weapons against one's fellow man, and acts of genocide. The social problems of today are no less severe than in the 1930s but our sense of certainty about the answers seems far less than that found in *Social Planning for Canada*.

—Alan Whitehorn

Alan Whitehorn is a research associate at the Institute of Canadian Studies, Carleton University, Ottawa

Years of Hard Labour, Trade Unions and the Workingman in Canada

by **Morden Lazarus**,

Toronto, Ontario Federation of Labour,
1974, 115 pp.

Morden Lazarus, managing editor of Co-operative Press Associates for the past 30 years, has provided Canadians with something they have long needed: an easy-to-read primer of their labour movement. *Years of Hard Labour* includes not only an accurate account of significant developments in the trade union

movement, but also a glossary of labour terms, a description of changes in union structures since 1961, and an accurate description of the organization and functions of the Canadian Labour Congress and its affiliated provincial federations of labour and district labour councils.

Lazarus introduces his readers to key figures who made Canadian labour the unique movement that it is, with brief biographies of 16 leaders, ranging from Daniel J. O'Donoghue, who in 1874 became the first trade unionist elected to the Ontario Legislature, to Donald MacDonald, who retired last year as president of the Canadian Labour Congress.

Using adjectives and adverbs sparingly, he describes the beginnings of the labour movement in this country and covers almost every major crisis or apparent crisis in Canadian labour history.

Moreover, the book's straightforward factual approach may help shatter some of the existing myths about labour history.

Lazarus might have devoted more space to developments in Quebec, and academics may be distracted somewhat by his frequent use of unattributed quotations. An analytical index also would have been helpful. But it would be unfortunate to let these minor irritants detract from the value of this book. *Years of Hard Labour* packs into its 115 pages more objective, factual history than many works five times its length. It was written by a dedicated trade unionist who was active in the union movement, the CCF and later the NDP. Although much of what he writes is based on first-hand experience, he has consulted primary sources to verify his work.

It is good reading for anyone: particularly high school and university students and teachers, workers, reporters who try to cover labour relations, negotiators, mediators, arbitrators, judges, lawyers and, above all, the politicians who make the laws under which workers have shaped their organizations.

—Roy LaBerge

•FORUM invites readers to freely express their opinions on topics of concern to the working population.

Letters must be signed and length should not exceed 600 words.

forum

More on Asbestos

The June 1975 issue of The Labour Gazette contained an article entitled "Asbestos—the Hidden Time Bomb." On page 341, reference is made to the fact that "Canada, as yet, has no legally enforceable standards—only guidelines: in Québec, 5 fibres; in Ontario, 2 fibres."

This information is incorrect. The Workers' Compensation Board of British Columbia has had published regulations since 1972 that establish enforceable standards for asbestos. The regulation is contained in the Accident Prevention Regulations published and effective May 1, 1972. Maximum permissible asbestos dust level in B.C. is 5 million particles per cubic foot. Our Board is currently revising the Industrial Hygiene Regulations, and the current proposed new level is 2 fibres per cubic centimetre.

Section 61 (1) of the Workers' Compensation Act authorizes the Board to levy penalty assessments for the violation of Accident Prevention and Industrial Hygiene Regulations. Section 62 of the Act authorizes the Board to close down any employment or place of employment if there are "conditions of immediate danger" which would "likely result in serious injury, death or industrial disease to any of the workers employed therein." The maximum fines rise with increases in the Consumer Price Index.

I am pleased to see The Labour Gazette take an active interest in industrial health and safety, but feel that the above error should be drawn to your attention.

G. McMillan

Director, Information Services and Safety Education
Workers' Compensation Board of British Columbia

Concerning the threshold limit for asbestos in federal standards:

The Canada Dangerous Substances Regulations issued under Part IV of the Canada Labour Code requires employers to meet the threshold limit values specified by the American Conference of Governmental Industrial Hygienists. Their present limit for asbestos concentration in the working environment is 5 fibres per cubic centimetre greater than 5 microns in length.

This standard applies to all employers subject to federal jurisdiction and would cover approximately 500,000 employees. Similar provisions in Treasury Board standards cover 275,000 Public Service employees. Asbestos, however, is not a significant health hazard in the industries under federal jurisdiction. Enforcement of the regulations requires sampling of the atmosphere where asbestos could represent a hazard. Places that have been checked recently by National Health and Welfare include the

dockyards at Esquimalt and Halifax, where workers involved in pipe lagging aboard ship are exposed. Two recent surveys were made in buildings that had asbestos sprayed on the structural steel. The possibility of air contamination as the asbestos ages and wears off, was questioned by employees. No significant concentration of asbestos was found.

R.S. Clark

Accident Prevention and Compensation Branch
Labour Canada

Minimum Wages

Minimum wage levels used to be raised only every two or three years.

Over the last 24 months, they have risen 46 per cent, which happens to be seven percentage points more than the average increase in manufacturing wages across the country during the same period.

This should not suggest that minimum wages have got out of control. In British Columbia, they were still only 39 per cent of the average manufacturing wage in April. Ontario's July rate was only 47 per cent of the average manufacturing wage in April and Manitoba's minimum during the same month averaged 51 per cent of what could be had for an hour's work in a manufacturing plant.

But it shows nevertheless that governments have not forgotten the low-skilled worker who often has no union organization bargaining for him or her.

This rapid increase in minimum wages is not likely to continue much longer. Union-bargained wage increases are apt to taper off this winter from their 16-per-cent level of the first quarter and this should be reflected in fewer or less dramatic minimum wage adjustments through 1976.

Few Canadians would deny the logic of having a minimum wage, even for the most hazardous of the service industries.

But as valuable as it is in preventing outright exploitation of labour, the minimum wage has inherent problems.

One that Harry J. Waisglass, then director-general of research for the federal department of labour, pointed out three years ago was that minimums can fuel inflation....

Another concern is over how a rapidly-increasing minimum rate might affect unemployment. "It could lead to an intolerable increase and cause the major burden to fall precisely on the workers it was designed to help," said Mr. Waisglass.

The roles available to minimum wages in economic planning are less easily determined.... Fernand Guindon, then Ontario's labour minister, said he was reluctant to raise his province's minimum more than 20 cents because, among other things, it would mean that tourist industry costs would rise.

On the other hand, Québec, long regarded as a low-wage province, has raised its minimum faster than any other jurisdiction, partly in the hope of ridding itself of the "myth" that it is economically inferior.

The average minimum wage of Canada, the provinces and the two

territories today is \$2.42 an hour. Seven jurisdictions: Québec, the federal government, Saskatchewan, Alberta, British Columbia and the two territories are above that. The others, including Ontario at \$2.40 an hour are below it....

In Ontario, about 20 per cent of the active labour force is believed to be influenced by changes in the minimum wage.

In 1965, out of 550,000 workers covered by federal labour laws, only 7,000 were affected when a new \$1.25 minimum was put into effect. Four years later, 31,000 were affected and it is estimated that 13,500 were affected last week when the federal minimum went to \$2.60 an hour.

Clayton Sinclair
Financial Times News Service
In *The Citizen*, Ottawa

The Cost of Unionization

Among the rising costs afflicting Canadian workers is the increased cost of union membership. Most unions, like other organizations, have been hard hit by inflation in their administrative and servicing operations. Dues increases of a few years ago have been wiped out, and some unions are running up sizeable deficits.

The Canadian Labor Congress itself is having a hard time defraying all its expenses, and has gone on a tight austerity program. In part, this is due to its feud with the craft unions over the autonomy policies adopted at the last convention, which prompted the construction trades to withhold most of their per capita fees.

Although this quarrel has reportedly been resolved, some unions still are not forwarding their full assessments.

The sharp escalation of strikes has also drained many unions' treasuries.

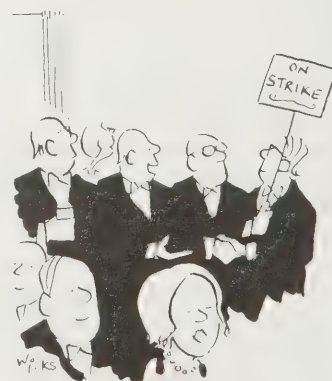
The labour organization most seriously hurt by strike expenses is the Québec-based Confederation of National Trade Unions. Its strike coffers are bare at a time when 6,500 of its members are walking the picket lines.

The CNTU's financial crisis was so acute that a special convention was called a few weeks ago to authorize a substantial dues hike. The average member's contribution to the strike fund was raised from \$2.45 to \$4.50 a month, and the average monthly dues from \$10 to \$12.

This hefty increase met fierce opposition from some CNTU affiliates, notably its construction and hospital groups. Like many members of other unions, they want more pay and they want their union to fight for it, even if it involves going on strike—but they resent having to foot the bills such militancy runs up.

So it's something of a vicious circle. As more and longer strikes drain union finances, they have to win larger wage increases so their members can afford higher union dues, which in turn entails more strikes and more depletion of strike funds.

Ed Finn
Public Relations Director
Canadian Brotherhood of Railway,
Transport and General Workers
In *The Toronto Star*



Ben Wicks, copyright Toronto Sun Syndicate

'...and this is Mr. Cyr. He's from Québec.'

The Right to Criticize

Two recent statements by government employees, one an admiral and the other president of the Public Service Alliance of Canada (PSAC) unit at Supply and Services, demonstrate the need for a clear and consistent policy on a public servant's right to comment publicly.

Vice-Admiral Doug Boyle, told a group of federal Conservatives that the government's procurement policies for the Canadian Armed Forces' naval arm were inadequate. He also suggested that many patrol functions now operated by other departments and agencies, such as the Canadian Coast Guard, Royal Canadian Mounted Police and Ministry of Transport, could be taken over by the navy and that some of the money spent on welfare and unemployment insurance should be turned over to the armed forces to increase its personnel.

He got off with a mild rebuke from his minister, Jim Richardson.

But Arthur Stewart, president of the 8,000-member PSAC unit at Supply and Services, was suspended for three months by Jean-Marie DesRoches, deputy minister of supply, a few weeks later for a somewhat similar action.

Mr. Stewart wrote, in an article published in *The Citizen*..., that Supply and Services under minister Jean-Pierre Goyer was becoming excessively top-heavy and indulging in empire-building.

Without judging the importance of either statement in terms of their value to the taxpayer, it's possible to discover the essential difference between the two.

In the case of Vice-Admiral Boyle's statement, his minister seemed to be in agreement with what he said, even if Vice-Admiral Boyle did attack several other departments. But in the

case of Mr. Stewart this minister did not agree.

Both statements, however, could be regarded as embarrassing to the government.

Given the growing importance of the bureaucracy in policy-making and the growing complexity of all public issues, one should question the importance of a minister's vanity in this sort of matter.

The questions ought to be whether a public servant is commenting on something of public interest rather than whether he or she agrees with the minister.

That at least should be a long-range objective of any policy on the right of public servants to make statements on matters of public interest.

Meantime, the bureaucracy needs a single set of rules that will apply to all cases and not a series of arbitrary decisions that suit the whim of the establishment of individual departments.

Frank Howard

In *The Citizen*, Ottawa

Comparative Wage Rates

Some day, somehow, society is going to have to come up with a fairer way of compensating those who toil for pay—a system somewhere between the rigidities of a totally planned economy and the disparities among the weak and the powerful that seem to be inherent in free enterprise.

It won't be easy to create infallible bench-marks against which to measure each person's occupational worth. The difficulty is no better illustrated than by the current budget-boggling pay claims of teachers, and their spokesman's means of justifying them.

Ralph Connor, treasurer of the Ontario Secondary School Teachers' Federation, says teaching salaries have risen from 30 to 40 per cent more slowly than the index of industrial wages in the past eight years. Teachers are therefore justified in demanding enormous pay increases, such as the 73 per cent rise in minimum salaries sought by Metro's 8,400 high school teachers.

But is this a fair yardstick?

The average industrial wage in Metro Toronto is \$10,140, and it's true, as Connor points out, that this income has risen by more than 80 per cent since 1967. But the average teacher's salary in Metro is \$16,000—meaning the teachers are still doing considerably better than the average factory worker, even though their pay has not been increasing at the same rate.

Connor's figuring also omits several other important considerations. Maybe there has been every justification for industrial workers to do some catching-up—vis-a-vis teachers—in the last eight years.

If they are still 60 per cent behind in 1975, how far were they behind in 1967? Maybe the productivity of Canadian factory workers has increased at a higher rate than that of teachers. Perhaps industrial employees deserve more cash to compensate for the fact that they don't get long vacations at Christmas and Easter, two months in the summer, and 10 or 12 teacher development days in between.

But why have the teachers settled on industrial workers as their target for wage emulation? Why not pick doctors or nurses or real estate salespersons or members of Parliament?

This whole business of comparative bargaining—particularly when the comparisons are meaningless—is a new and vexing phenomenon in

Canadian wage determination, discussed in a report from the C.D. Howe Research Institute earlier this year.

In past inflationary periods, workers naturally bargained for increases that would at least make up for the purchasing power lost to price increases. That's still true but, according to the Howe Institute, "some of the pressure on wages now being experienced can be attributed to the fact that labour in Canada is putting more emphasis on comparative bargaining targets—that is, matching the wages earned by other workers—than they have in the past."

It added: "While there are undoubtedly some workers in this country who are underpaid and who deserve a chance to improve their relative wage, any abrupt increase in the relative wages of a large number of workers at this time would be a major new inflationary shock to the Canadian economy."

It may well be that organized workers are ahead of public policy in placing this new emphasis on comparative bargaining, in this quest for a fair and logical point of reference. But the choice of yardsticks must be fair and meaningful to both employer and employee if the system is to work.

Editorial in *The Toronto Star*

Domestic Workers Covered

In the June issue of *The Labour Gazette* you published minimum wage increases for Prince Edward Island. What is more interesting is the fact that the minimum wage order covers domestic help and baby sitters.

Christine Reynolds
Montague, Prince Edward Island

The Right to Bargain

While the labour movement is extremely unhappy over many of the recent amendments to the Labour Code, the extension of bargaining rights to farm workers, domestic workers, and licensed professionals meets with labour's complete approval.

For some years the trade union movement has fought against the unjust denial of bargaining rights to these groups of workers. With the exclusions now eliminated, the way is clear for several thousand additional men and women to obtain union representation. The results, however, may be slow in coming.

No group of workers can be organized into unions until the need for union representation is recognized by a significant portion of the group. Once such recognition exists, then unions can assist by pointing out the advantages to others in the group and by providing experienced assistance in carrying out the organizational effort.

Looking first at the prospects for organization of farm workers, we find that a substantial part of our agriculture industry consists of small farms, operated by families using casual help during various seasons and employing few, if any, full-time employees. Union organization in such cases is highly unlikely.

In the case of large corporate-owned farms and orchards employing significant numbers of men and women, union organization is definitely possible.

It will not be easy. The seasonal nature of the work and the presence in the work force of many for whom the earnings are a supplement to the family income present real difficulties.

If employers in the industry react with

the hostility usually shown by employers toward unionizing by the employees, it will be a long hard struggle.

The trade union movement is prepared to make an all-out effort to assist any group of farm workers who seek union organization and in all probability some organizing efforts will take place in the near future.

Union organization for domestic workers is less likely. Most workers in this field are employed in private homes, singly or in groups of two or three.

There are a few companies operating in this field, hiring out men and women for domestic service. Such companies will be logical prospects for union organization.

The extension of bargaining rights to professional people licensed under legislation such as the Real Estate Act, the Engineering Profession Act, and the Architectural Profession Act, may prove to be the most significant change.

In some of these professions, many salaried employees working for large firms have, from time to time, expressed discontent over their salaries and working conditions and may now be interested in trade union organization.

In Britain, where there has been extensive unionization of professionals, the unionized professionals have become an active and aggressive part of the trade union movement. A similar development in B.C. would be welcomed by the trade union movement.

Clive Lytle
Assistant secretary-treasurer
B.C. Federation of Labour
In *The Vancouver Sun*.

Labour Legislation in 1974

Part VII—Apprenticeship and Tradesmen's Qualifications

by Cal McKerral

During 1974, several jurisdictions in Canada passed new regulations under the various apprenticeship and occupational training acts.

Generally, the changes consisted of new pay rates for apprentice tradesmen, new standards and training programs for some trades, the designation of new trades and the removal of designation from others.

Alberta

Alberta added the trade of *cabinet maker* to the list of designated trades to which the Apprenticeship Act applies.

Also, Alberta set out a new training program for *agricultural mechanics*. The apprenticeship program consists of four levels and totals 7,200 hours of on-the-job training in the trade, plus 960 hours in technical training.

Cal McKerral is a member of the Analysis and Education Division of Labour Canada's Legislative Research Branch.

The period may be reduced at the discretion of the Apprenticeship Board if the candidate has previous experience in the trade or has specialized in technical training at a vocational or technical school.

On the job, one apprentice may be employed for each journeyman employed. The Director of Apprenticeship may, however, vary this ratio.

Even though a person has not served a period of apprenticeship, that person may write the examinations if he or she is competent in the trade and has not less than 7,200 hours' experience in the trade.

The apprentice may be paid 60%, 70%, 80%, and 90% of the wages of a journeyman, respectively, during the four training levels. The wage must not in any case be below the prevailing minimum wage.

British Columbia

In British Columbia, as of January 1, 1975, all those engaged in the trades of *plumbing, steamfitting, pipefitting, and sprinkler fitting* are required to hold a current certificate of proficiency in that trade.

This new regulation does not apply to registered apprentices, those employed during a probationary period, and those under a current contract of apprenticeship or certificate of apprenticeship. Also exempt are holders of a current certificate of proficiency or those on probationary apprenticeship contracts.

British Columbia has also added *automotive parts warehousing and merchandising* and *bookbinding* to the list of designated trades under the Apprenticeship and Tradesmen's Qualification Act.

Manitoba

A significant number of changes in the apprenticeship field were made in Manitoba. Included were such matters as qualifications for admission to an apprenticeship program, duties of employers and apprentices, probationary status, minimum wage rates, hours of work, ratio of apprentices to journeymen, requirements for certification, examinations, certificates in non-designated trades, re-examination and fees for examinations and certificates.

The training program and other rules pertinent to the *heavy equipment mechanics* trade were changed.

To enter the trade a candidate must have completed grade 9 or its equivalent.

The training program consists of 4 years training and at least 1,800 hours instruction a year. This rule may be altered in view of a candidate's previous study or training.

The apprentice must be paid the minimum wage plus 15%, 35%, 55%, and 75%, respectively, during each year of the program.

A holder of a certificate in the trade of *motor vehicle mechanic* may qualify for examinations as a heavy duty equipment mechanic by either completing the final two years of the program—at least 1,800 hours a year—or by submitting written proof that he has had at least two years experience in the trade.

Also changed are the rules pertaining to the training of *glaziers*. A candidate

must be at least 16 and must have completed grade 9 or its equivalent.

An apprentice *glazier* while not attending courses, must be paid at least 60% of the prevailing wages of a journeyman during the first six months of the program. This rate increases by 5% for each of the remaining six-month periods.

An apprentice's wages must be not less than the minimum wage plus 10%, and must be increased by at least 10% each succeeding year.

Overtime rates must be adjusted on the same basis as wages of a journeyman working in the same area, for the same employer.

Where an applicant for a certificate in the trade has not completed an apprenticeship in Manitoba, supplies proof that he has been engaged in the trade for a period of time exceeding the apprenticeship period by not less than one year during the 10-year period immediately prior to making the application, he is eligible to take such examinations as the director may require.

Regulations were also changed for the trade of *industrial welder*. A person may become an apprentice *industrial welder* only if he is at least 16 and has completed grade 9 or its equivalent. The director may vary the educational requirements for individuals.

The training program consists of three calendar years of 1,600 hours a year training and instruction.

An apprentice *industrial welder* must be paid at least the provincial minimum wage plus 10%, 20%, 30%, 40%, 50% and 60%, respectively, during the 6-month training periods.

Overtime rates for an apprentice must be adjusted on the same basis as overtime wages of journeymen

working in the same area, for the same employer.

As with other trades, the rules for allowing examinations to be written by a candidate for an *industrial welder's certificate* may vary from case to case as the director sees fit.

The training program for *machinists* has been changed.

A person may become an apprentice only if he is at least 16 and has the equivalent of a grade 9 education.

Apprentice *machinists* must undergo four years of training and instruction, of at least 1,800 hours a year.

The wages of an apprentice *machinist* must be at least the provincial minimum wage plus 15%, 35%, 55% and 75%, respectively, during each of the four years of the program.

The apprentice's overtime wage rates must be adjusted on the same basis as those of a journeyman working for the same employer in the same area.

A candidate for the trade who has not completed the apprenticeship program may be allowed to take the examinations if he has been engaged in the trade for the length of the apprenticeship program plus at least one year, during the 10 years prior to the time of application.

New regulations for the trade of *industrial electrician* were passed. A person may be an apprentice in the trade if he is at least 16 and has passed specified math and science courses. The Director of Apprenticeship may vary course requirements in particular cases, as he sees fit.

The program for becoming an *industrial electrician* consists of four years of at least 1,600 hours each year. As with other trades, any previous training or study are to be considered in setting up a program for an applicant.

An apprentice *industrial electrician* must be paid at least the provincial minimum wage plus 10%, 20%, 30%, 40%, 50%, 60%, 70% and 80%, respectively, during each of the eight six-month periods of the program.

Where an applicant for a certificate in the trade has not completed the apprenticeship program or does not hold a certificate bearing the Interprovincial Standards Seal, the applicant may write exams if he has been engaged in the trade for the length of the apprenticeship program plus at least two years, during the 10-year period prior to making application.

New regulations applicable to the *steamfitter* trade state that a person must be 16 or older to qualify as an apprentice, and must have completed certain math and science courses. The Director may vary the educational requirements in particular cases.

The apprenticeship term consists of five calendar years of training and instruction of at least 1,800 hours a year. Previous training is taken into consideration when establishing an individual's program.

An apprentice while not attending technical courses, must be paid wages at not less than 50%, 55%, 60%, 70% and 80%, respectively, of the prevailing wages of a journeyman, during each of the five years of the training program.

In any case, an apprentice's wages must not be below the prevailing provincial minimum wage plus 10% during the first year, and must increase by at least 10% each succeeding year.

Overtime wages for an apprentice must be adjusted on the same basis as those of journeymen working for the same employer in the same area.

Where an applicant has not completed the apprenticeship program or does

not hold a certificate bearing an Interprovincial Standards Seal, he may write the exams if he has been engaged in the trade for at least one year longer than the apprenticeship program in the 10-year period prior to application.

A holder of a certificate of qualification in the *plumbing* trade may qualify for the examinations in the *steamfitter* trade if he shows that he has been engaged in the trade of *steamfitter* for at least three years.

Revised regulations also apply in the trade of *bricklayer*.

A person must be at least 16 and have completed the equivalent of grade 9. The training program consists of four years' training and instruction of at least 1,200 hours a year.

An apprentice while not attending technical courses must be paid not less than 60%, 70%, 80% and 90%, respectively, of the prevailing wages of a journeyman, during each of the program's four years.

An applicant who has not completed an apprenticeship program or does not hold a certificate bearing the Interprovincial Standards Seal may be permitted to write the examinations if he has been in the trade for one year longer than the apprenticeship program during the 10 years prior to having applied to write the exams.

A candidate for the trade of *carpenter* must undergo a period of training and instruction of at least 1,800 hours for each of four years. Previous experience can vary an individual's program.

An apprentice must be paid not less than 60% and 70%, respectively, for the first and second six-month periods, of the prevailing wages of a journeyman. During the second, third and fourth years, the rates are 75%, 80% and 90% of the prevailing journeyman rates.

In any case, the wage rates for an apprentice must not be less than provincial minimum wage plus 10%, and must be increased by at least 10% yearly.

An applicant for a certificate who has not completed an apprenticeship program or who does not hold a certificate bearing an Interprovincial Standards Seal, may write the exams after proving that he has been engaged in the trade of *carpenter* for a period of one year longer than the apprenticeship program.

In the trade of *construction electrician*, a candidate for apprenticeship must be at least 16 and must have completed certain math and science courses or their equivalents.

The program of training and instruction consists of four years of at least 1,800 hours each year. Previous experience can alter the time of an individual program.

An apprentice must be paid at least 40%, 50% 65% and 80% respectively of the prevailing wages of a journeyman during the four-year apprenticeship period.

Wages must, however, be not less than the provincial minimum wage plus 10% during the first year, and must be increased by at least 10% each succeeding year.

Rates for overtime hours must be adjusted on the same basis as overtime rates for journeymen working in the same area for the same employer.

A new regulation states that the period of apprenticeship for the *lather* trade is four years of at least 1,600 hours each year.

Wage rates for an apprentice *lather* as compared to the prevailing wages of a journeyman are 50% the first six months, 60% for the second six months, and then increasing by 5% each succeeding six-month period.

In any case, the wage cannot be less than the provincial minimum wage plus 10% for the first year, and must increase by at least 10% each succeeding year.

Apprentice *plumbers* must be at least 16 and have certain math and science credits, or their equivalents.

The term of training and instruction for *plumbers* is five calendar years of at least 1,800 hours each year.

An apprentice while not attending technical courses must be paid at not less than 50%, 55%, 60%, 70% and 80% of the prevailing wages of a journeyman, respectively, during each of the five years of the program.

During the first year the wage must be at least the prevailing minimum wage plus 10%, and must increase by at least 10% each succeeding year.

Overtime rates for apprentices must be adjusted on the same basis as overtime rates for journeymen working for the same employer in the same area.

An applicant for a certificate in the trade who has not completed an apprenticeship program or does not hold an Interprovincial Standards Certificate may be allowed to write the exams if he has been engaged in the trade for at least one year longer than the apprenticeship program.

A holder of a certificate in the trade of *steamfitter* may qualify for the examinations for *plumbers* if he has been engaged in the plumbing trade for at least three years.

New regulations require that candidates for apprenticeship in the trade of *sheet metal worker* be at least 16 and have a high school standing in certain math and science courses. Equivalent courses may be accepted.

An apprentice *sheet metal worker* must undergo a period of training and

instruction of four years of at least 1,800 hours each year. Previous training can alter the time to be served as an apprentice.

Wage rates for an apprentice, while not attending technical courses, are 50% and 55% of the rates for a journeyman during the first two 6-month periods, respectively, and then 65%, 75% and 85% for the succeeding three years.

In any case, the rates cannot be less than the prevailing minimum wage plus 10% during the first year, and must be increased by at least 10% per year.

Overtime rates for an apprentice must be adjusted on the same basis as those for a journeyman working for the same employer in the same area.

Where an applicant for a certificate in the trade has not completed an apprenticeship program or does not hold a certificate with an Interprovincial Standards Seal, he may still be allowed to write the exams if he has been engaged in the trade for a period of at least one year in excess of the apprenticeship period during the 10 years immediately prior to making application.

Apprentice *air-conditioning mechanics* must be at least 16 and have a high school standing or equivalents in prescribed math and science courses.

An apprentice *air-conditioning mechanic* must undergo a term of training and instruction of 1,800 hours a year for four calendar years.

An apprentice employed in a shop where a collective agreement is in force must be paid at least 50%, 60%, 70% and 80% of the prevailing rates of a journeyman, during the four years of the program, respectively, while not attending courses.

If there is no collective agreement in force in the shop, the rates are at

least the minimum wage plus 15%, 35%, 55% and 75%, respectively, during the four years.

In the trade of *boilermaker*, an apprentice must be at least 16 and have grade 9 or equivalent education.

The training program for apprentice *boilermakers* consists of four years of training and instruction of at least 1,500 hours a year.

Where no collective labour agreement is in force the wage rate for an apprentice must be not less than the provincial minimum wage plus 15%, 35%, 55% and 75%, respectively, during the four year program.

For a 12-month period after the regulation came into force (up to December 5, 1975), an applicant who has had at least six years experience in the trade during the 10-year period immediately prior to making application, may be issued a certificate without examination.

As with other trades, the examinations may be written if the applicant has worked in the trade for at least one year in excess of the length of the apprenticeship program during the 10 years immediately prior to application, even though the applicant has not undergone the program and does not hold a certificate with the Interprovincial Standards Seal.

Regulations have now been established to govern the newly-designated (May, 1974) trade of *miner*.

An apprentice miner must be at least 18 and have completed grade 9. Those with lower educational qualifications may be accepted at the discretion of the director.

The program of training and instruction consists of three calendar years of at least 1,600 hours a year. Previous study and experience can alter the requirements.

An apprentice miner must be paid at least the provincial minimum wage plus 35%, 55% and 75%, over the three years of the program. A collective agreement can, however, specify higher wages.

For a 12-month period after the regulation is in force, (up until December 4, 1975) an applicant for a certificate may be exempted from writing the exams if he has worked at the trade four years during the 10 years immediately prior to having applied.

Also, an applicant who has not completed the apprenticeship program but has worked in the trade for at least one year longer than the apprenticeship period during the previous 10 years, may write such exams as the director may require.

Manitoba has approved new regulations which pertain generally to educational requirements for apprenticeship, credits for previous training, duties of employers and apprentices, minimum wages, hours of work and ratio of apprentices to journeymen. Also included are requirements for certification, examinations, fees and examinations of non-apprentices applying for certification.

Separate trade regulations will be proposed in the future to cover these matters more specifically. Greater flexibility is provided by leaving to each trade regulation specific provisions for areas such as educational requirements, ratio of apprentices to journeymen and minimum wage rates for apprentices. If such matters are not included in a trade regulation, general regulations will apply.

Major provisions under the new general regulations are:

- Guidelines by which the director of apprenticeship training in the labour department will assess previous

training and experience listed by apprentice applicants.

- New provisions relating to examinations and re-examinations for a qualifying certificate.
- Transfer of responsibility for preparing and conducting examinations to the director of apprenticeship training. Previously, examining boards were appointed to do this, and the board was required to arrange for final trade examinations.
- Removal of the age limit for those applying for certification examinations, provision of a time limit on previous experience, and change in the clause relating to areas of designated trades eligible for examination. Until now, a person applying for qualification examinations who had not been trained under the apprentice program had to be at least 26 and have had at least six years' experience in the trade. Also, examinations could be taken only in designated trades for which advisory boards had been appointed.

The new regulation removes the age requirement, allows for examination in any designated trade whether or not there is an advisory board, and requires the applicant to have been engaged in the trade longer than the apprenticeship period set for that trade. In addition, he or she must have had that experience during the 10 years immediately prior to making application for the examination.

New Brunswick

New Brunswick has designated several new trades under the Industrial Training and Certification Act.

One group of trades is the *domestic appliance servicing* trades. One pertains to *cooking equipment*, a second to *refrigeration equipment*, and

another to *washing and drying equipment*. Candidates for these trades must apply to the Department of Labour, pay a prescribed fee, and pass examinations. Also, one year of previous experience is required in each of the trades before certification is granted.

Another newly designated category is *domestic major appliance servicing trade*, which is broader in scope than any of the three above-mentioned servicing trades. A candidate for this trade must have at least two years practical experience in the installation and servicing of a range of such domestic appliances as electric ranges, freezers, refrigerators, air conditioners, clothes washers, electric dryers, and dishwashers. Prescribed examinations must be passed.

Another group of new trades pertains to the repairing and painting of motor vehicle bodies. The trade *motor vehicle repair (body)* was rescinded and replaced by the trades *motor vehicle body painter*, *motor vehicle body repairer*, and *motor vehicle body repairer and painter*.

A candidate for painter must have two years practical experience to qualify for the trade, while a repairer candidate must have three years practical experience, and a repairer and painter candidate must have five years practical experience.

Also designated in New Brunswick was the trade of *cook*. The trade pertains to the preparation and cooking of foodstuffs for consumption in hotel/motel dining areas, institutions and other eating areas. A candidate for the trade must have at least five years experience in the trade to qualify, and must pass prescribed examinations.

The trade of *construction millwright* was designated. The trade requires the ability to conduct all phases of installing and preparing machinery and equipment in industrial plants. A

candidate for the trade must have the equivalent of five years' experience in the trade, and successful completion of prescribed examinations is mandatory.

The *ship's plater* trade was designated. It requires a wide variety of knowledge and skills regarding the metal structural parts of ships. Involved are such matters as layout, fabricating, use of blueprints, the use of many types of tools, and rigging equipment. A candidate for the trade of *ship's plater* must prove he has at least 5 years' experience in the trade, or has successfully completed an apprenticeship program under the Industrial Training and Certification Act. Prescribed examinations must be passed.

The trade of *firefighter* was designated, although training requirements for candidates have not yet been prescribed by regulation.

In New Brunswick, a training program was established for the *electrical (marine) trade*.

The trade has to do with installation and maintenance of electrical wiring or equipment of fixtures aboard ships, but specifically excludes the rewinding of motors, repair of radio and other electronic equipment, and commercial production of electricity.

In order to be a candidate for a Certificate of Qualification, a person must have had the equivalent of five years' practical experience in the trade. Prescribed examinations must be passed.

As of June 20, 1974, the designations of the trades of *bricklaying and plastering*, *coppersmith* and *pulp and paper technology* were considered appropriate for apprenticeship and the issuing of certificates of qualification was rescinded.

Finally, a "grandfather" regulation set under the Industrial Training and Certification Act states that certificates of qualification may be issued to persons who have completed employment equivalent to that required for a certificate of qualification in a trade prior to the dates on which certificates of qualification or their equivalent under previous acts became available.

Ontario

Ontario set out a revised training program for *radiological technicians* under the Radiological Technicians Act. A detailed schedule outlines the various subjects and hours to be spent receiving instruction in each. The Board of Radiological Technicians may register any person who has practiced as a technician in *nuclear medicine* for at least two years prior to the coming into force of the regulation.

A regulation under the Apprenticeship and Tradesmen's Qualification Act was also passed setting out a revised training schedule for radio and television technicians.

For purposes of the act, the definition of *radio and t.v. technician* excludes persons involved in manufacturing, related work in an industrial plant, or wiring electronics equipment to an outside power source.

The training program consists of four periods of related training and work experience of 2,000 hours each period.

The rates of wages for an apprentice for both regular and overtime work as compared to those for a journeyman are: 40%, 50%, 60% and 80%, respectively, for the succeeding four periods.

Where the employer is a journeyman in the trade, the number of apprentices who may be employed in the certified trade must not exceed: one apprentice plus one additional apprentice for every two journeymen employed in the trade and with whom the apprentice is working.

Where the employer is not a journeyman in the trade, the number of apprentices who may be employed in the certified trade must not exceed one apprentice for the first journeyman employed by the employer plus one additional apprentice for each additional two journeymen employed by that employer in the trade and with whom the apprentice is working.

The regulation outlines in detail both the in-school and job-related programs.

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Legal Decisions

Status of "free-lancers" and part-time employees

by Gérard E. Chartrand

In a recent decision* the Canada Labour Relations Board ruled that part-time employees and certain "free-lancers" in the broadcasting industry could be included in a unit appropriate for collective bargaining.

Local 264 of the International Brotherhood of Electrical Workers sought to be certified by the Board as bargaining agent of all employees of a Vancouver radio station under Part V of the Canada Labour Code, except those excluded by the legislation. The radio station in this case was operated under licence from the Canadian Radio—Television Commission and was therefore under federal jurisdiction and the Canada Labour Code.

Counsel for the employer objected to the inclusion in the bargaining unit of "free-lance" and part-time employees. Furthermore it asked that another representation vote be taken, arguing that the employees had been misled by pro-union activities on the part of a member of management acting on her own initiative.

Delivering the Board's decision, chairman Marc Lapointe stated that one of the formulas used in the past

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with regard to part-time employees—namely to consider as employees capable of belonging to a bargaining unit "all those working more than X hours per week"—was no longer satisfactory. Instead, he concluded, the paramount criterion should not be the number of hours worked in a week but "the regularity of the employment." He added that "it is not because an employee works less than half the time others do that he is less of an employee during the hours he works."

The Board further decided that the criterion it will adopt and develop with regard to "free-lancers" in the broadcasting industry will be to look at "how far the contract binding a given employee to the employer, (renders) him dependent upon that said employer for a livelihood."

It was held that the pro-union activities on the part of a member of management were not objectionable in the present case as they could not have unduly influenced the employees in the free choice of adhering to the

union or not. This reasoning was based on the fact that the activities went against the interests and wishes of the employer and were conducted in favour of the union at a time when "no other union (was) in the picture."

Chairman Lapointe stated that the board, in such cases of alleged interference in union affairs by a representative of management, must "determine if the actions of the individual concerned are in fact consistent with the recognized interests or wishes of the employer." He set out the following guideline for the board to consider in such cases: "Would it (the conduct of a member of management) be likely to deprive the employees of their freedom of choice? Would it influence them unduly in this regard?"

In light of these new criteria, the CLRB decided to grant certification, and determined that the unit appropriate for collective bargaining comprised all employees working at the station, including "regular" part-time employees and those "contract employees whose radio services (were) retained exclusively" by the station. Management staff members were, however, excluded.

*International Brotherhood of Electrical Workers, Local 264 v. Radio Station CHQM, Division of Q Broadcasting Ltd. et al., March 21, 1975.

Fifty Years Ago

The establishment of a Printers' Statistical Bureau by the ITU; provision of milk for workers at lead furnaces and roasters in Trail, B.C.; formation of a Food Council in Great Britain; lawyers services for poor clients; salary revisions for Canadian civil servants; the Robert Simpson Company profit-sharing plan, and a domestic workers' union in Mexico—were among the topics discussed in the September and October (1925) issues of *The Labour Gazette*

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Printers' Statistical Bureau.—The International Typographical Union established a statistical bureau—a new departure in labour union activity in North America. Local union scale committees were supplied by the bureau with accurate reports prepared to meet local conditions at the period of registering agreements. The reports were based on information that was never more than 60 days old. Previously, statistics used for this purpose were derived from government reports that sometimes contained information on conditions existing several years before and were at the best "only barometers of changes in the cost of living." At a recent convention of the union it was stated "that complete reports on cost of living and on the printing industry as now prepared, play a very important part in the work of scale committees, aiding materially in proving the justice of their demands. At the present rate, in results which this service has produced, \$1,350,000

will have been added to the annual pay roll of 6,275 members by October 31, 1925. Thirty-three complete cost of living reports and 87 special reports on the printing industry have been supplied to local scale committees and not a single decrease has resulted when these reports were used. . ."

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The Consolidated Mining and Smelting Company began giving a pint of milk on each shift to every employee working around the lead furnaces and roasters at Trail, B.C. The milk was delivered at the place of work and kept in refrigerators until the men were ready to drink it. About 400 men benefited from the arrangement. Milk was believed to act as an antidote to or preventive of lead poisoning. The same company, on September 1 (1925) increased by 30 cents the "metal bonus" per man per day, based on the price of lead and zinc.

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Food Council in Great Britain.—A Food Council was established in accordance with the recommendations contained in a report of the Royal Commission on Food Prices. The terms of reference of the Council were: "To investigate and from time to time report to the president of the Board of Trade on such questions as, by reason of complaints from persons interested or otherwise, appear to the Council to require investigation in the

interests of consumers or traders, or are referred to them by the president of the Board of Trade, relating to the supply or price of articles of food of general consumption, and in particular to the following—wheat, flour, bread, meat, bacon and ham, milk, butter, cheese, eggs, fish, fruit and vegetables, sugar, and tea."

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Lawyers' services for poor clients.—Addressing the Canadian Bar Association at Winnipeg [in September] a former Lord Chancellor of England, the Rt. Hon. Lord Buckmaster, recommended that lawyers should voluntarily devote part of their time to handling the cases of poor clients. He said: "What steps are we to take to remove from our profession the reproach that the poor man cannot get the same even-handed justice as the rich? It does not mean that he does not get justice before the Bench—that I have never heard said—but that in the ability to employ clever counsel and clever lawyers, and to spend the money necessary for the preparation of a case, he was at a disadvantage with the rich litigant, and the result of that disadvantage may well be that the scales of justice may be turned against him. It is a well-deserved reproach that we all must remember, because we know within limits that it is true. That the scales of justice are heavily weighted against the poor litigant is not an accurate statement, but nobody can deny that the rich litigant by being able to get hold of

the best man has an advantage. How are we going to meet that? It is something that needs to be met. . ."

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Revision of salaries of civil

servants.—An order in council was passed on September 14 (P.C. 1644) recommending to the Civil Service Commission an upward revision of the salaries of certain classes of Dominion government employees. This decision was reached by the Government after hearing complaints that had been made by the employees against a recent employment classification fixed by the Civil Service Commission. The increases recommended by the Government were based in part on recommendations that were made in 1924 in the case of the postal employees, and in part on the new material and arguments submitted by the different grades of the service in support of their claims. At the time of the postal strike in June 1924, the Government promised that when the Civil Service Commission had completed its work of revising all salary schedules of the entire Civil Service, opportunity would be given the members of the service who had objections to file against these schedules, to submit their cases to a subcommittee of the Cabinet. A subcommittee heard the postal workers shortly before the close of the last session of Parliament, and later dealt with the further objections filed by other branches of the Civil Service. After considering all the material before it, the subcommittee sent a recommendation to the Cabinet on which the latter based order in

council P.C. 1644. As the law then stood, the Civil Service Commission was the only body authorized to fix civil service salaries. The only other method would have been by legislation.

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"Employability" and

unemployment.—The results of an inquiry into the personal circumstances and industrial history of about 11,000 claimants to unemployment benefits, were published in a report issued by the British Ministry of Labour. The claimants selected constituted a representative sample of the whole body of claimants. They were divided into four categories of "employability": (a) those who in normal times would be in steady employment (b) those who in normal times would obtain a fair amount of employment (c) those who in normal times would obtain partial employment (d) those verging on the unemployable. An analysis of the schedules showed that, in the opinion of interviewing officers, 62.7 per cent of all the males interviewed, and 77.2 per cent of all the females, were persons who in normal times would usually be in steady employment; while only 3.6 per cent of the males and 14 per cent of the females were regarded as "verging on the unemployable." The analysis also showed that the number of those men and women who were considered to be "verging on the unemployable" is in great part made up of elderly persons. Over two-thirds of the men placed in this category, and nearly one half of the women, were 60 and

older. A large proportion of those classed as "verging on the unemployable" suffered from poor physique, poor health, or some manifest physical defect.

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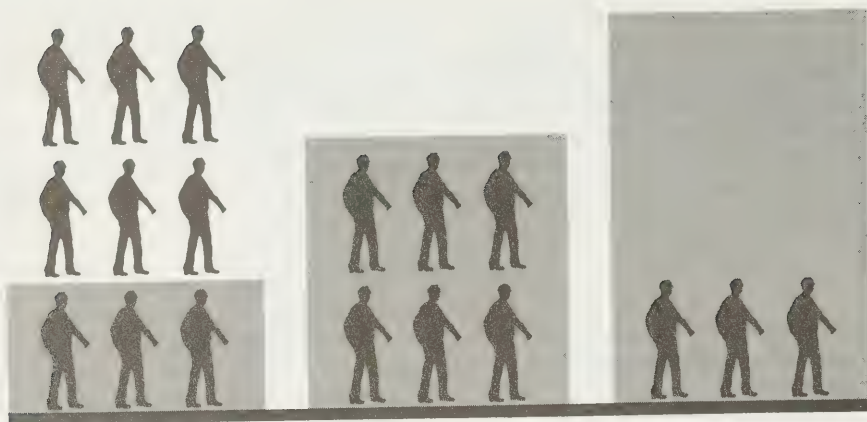
Robert Simpson Company profit-sharing plan.

—The Robert Simpson Company of Toronto continued the program started in 1919 for giving employees a share in the profits of the business. No employee could deposit more than 5 per cent of his or her wages, and in order that those in senior positions would not benefit unduly, no employee could deposit more than \$2.00 weekly. The company contributed annually 5 per cent of net earnings after payment of depreciation and interest. A stock ownership plan was also put into effect so that officials and executives would be able to participate more actively in the company's affairs.

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Domestic workers in Mexico.

—A trade union was organized in Mexico under the name "Syndicate of Home Workers," its membership comprising cooks, housemaids, washerwomen and every class of domestic employee. Under the proposed rules of the new union "every servant shall work for only eight hours a day and shall have one day's rest each week. She shall have 10 days holiday every year with full pay, while pay at double rates is to be made whenever a servant works extra time over and above her eight-hour day shift."



PRICES & EMPLOYMENT

Consumer, July

The Consumer Price Index (1961 = 100) increased 1.4 per cent to 186.5 in July from 184.0 in June, and was 11.0 per cent higher than last July. Food prices, which advanced by 2.3 per cent since June, were responsible for one half of the overall CPI increase, and the 10 cent a gallon excise tax imposed on gasoline, contributed another one-third. The all-items index, excluding food, rose 1.0 per cent.

On a seasonally adjusted basis, the all-items CPI advanced 1.0 per cent between June and July, including a 1.2 per cent increase in the food index and a 0.9 per cent rise in the index for all-items excluding food.

In July, the current annual rate of change in the CPI, based on the seasonally-adjusted movement since three months earlier, was 13.0 per cent, the highest rate of increase since the latter part of 1974.

Seasonally higher fresh produce prices, especially for vegetables, accounted for one half of the 2.3 per cent increase in the food index, and

one-quarter of the increase because of higher pork prices, that by the beginning of July had advanced by 8.0 per cent for the month to a level of 44 per cent higher than a year ago. Beef prices averaged an increase of only 1.0 per cent, after rising sharply in June. Egg prices also advanced. Lower prices were recorded for margarine and other fats and oils, and sugar prices continued to decline. The price of home-consumed soft drinks declined slightly after increasing for 20 consecutive months.

Higher shelter costs for both owned and rented accommodation, and seasonally higher charges for vacation lodging, contributed to the advance of 1.0 per cent in the all-items index. Reduced consumer prices for automobiles, as a result of the elimination of the Ontario sales tax on certain new models, and slightly lower clothing prices, counteracted to a certain extent, the advance in the all-items index.

In terms of goods and services, the price level of goods increased 1.7 per cent between June and July, while services rose 0.9 per cent in the same period.

City consumer, July

Consumer price indexes advanced in all regional cities between June and July, with percentage increases ranging from 1.1 in Thunder Bay and Winnipeg to 1.7 in Saint John, Saskatoon and Regina. In other cities the advance was: 1.4 in St. John's; 1.3 in Halifax, Québec City, Montréal, and Calgary; 1.2 in Ottawa; 1.4 in Toronto; and 1.6 in Edmonton and Vancouver.

Employment, July

The seasonally adjusted employment level for the week ended July 19, was 9,316,000, a decrease of 12,000 from June, Statistics Canada reported. The level for persons aged 14 to 24 declined by 9,000, and for women 25 and over by 6,000. For men 25 and over, the level showed the third consecutive month-to-month increase—23,000. A decline in full-time work for both male and female workers was responsible for the decrease in the total level of employment.

The unemployment rate, seasonally adjusted, was 7.2 per cent in July, the same as in June. For those 14 to 24, the rate declined 0.3 per cent to 12.3 per cent. For women 25 and over, the rate was 5.5 per cent, a decline of 0.1 per cent.

On a provincial basis the rate increased by 1.0 per cent to 18.9 per

cent in Newfoundland and by 0.2 per cent to 4.4 per cent in Alberta. It decreased by 1.7 per cent to 2.6 per cent in Manitoba; 0.5 per cent to 10.7 per cent in New Brunswick; 0.4 per cent to 7.9 per cent in British Columbia; 0.3 per cent to 7.0 per cent in Nova Scotia; and by 0.1 per cent to 6.3 per cent in Ontario. In Québec, at 8.8 per cent, and Saskatchewan at 2.9 per cent, the rate was unchanged.

There was a decline of 1,000 in the seasonally adjusted unemployment level between June and July. For persons 25 and over, the level increased, but declined for those aged 14 to 24. The unemployment level declined in Manitoba and British Columbia, while in the other provinces the changes did not exceed 2,000.



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CONCILIATION

During June the Minister of Labour appointed conciliation officers to deal with the following disputes:

Ottawa Valley Broadcasting Company Limited (Radio, Station CHOV), Pembroke, Ont., and Canadian Union of Public Employees (Conciliation Officer: K. Hulse).

Atomic Energy of Canada Limited (Whiteshell Nuclear Research Establishment), Pinawa, Man., and United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada, Local 254 (Conciliation Officer: A.E. Koppel).

Quebec North Shore and Labrador Railway Company Limited, Sept-Iles, Qué., and United Steel Workers of America (representing a unit of maintenance of way employees, a unit of shopcraft employees and a unit of office and technical employees), United Transportation Union (representing a unit of conductors and brakemen), Brotherhood of Railroad Signalmen (Conciliation Officer: G.R. Doucet).

Great Lakes Pilotage Authority, Cornwall, Ont., and Public Service Alliance of Canada (representing a unit of office employees and marine dispatchers) (Conciliation Officer: K. Hulse).

Marine Stevedoring Limited, Corner Brook, Nfld., and United Steel Workers of America, Local 7713 (Conciliation Officer: W.J. Gillies).

British Airways—British Overseas Airways Corporation, Montreal International Airport, Montreal, Qué., and International Association of Machinists and Aerospace Workers (Conciliation Officer: A.C. Sinclair).

Federal Terminals (Division of Federal Commerce and Navigation Co. Limited), Port-Cartier, Qué., and United Steel Workers of America, Local 5197 (Conciliation Officers: G.R. Doucet and S.T. Payne).

Denison Mines Limited, Elliot Lake, Ont., and United Steel Workers of America (representing a unit of security guards) (Conciliation Officer: H. Bartenbach).

Clarke Steamship Company Limited, Mr. Gilbert Arsenault, Logistec Corporation and Terminus Maritime Inc., Sept-Iles, Qué., and United Steel Workers of America, Local 5197 (Conciliation Officers: G.R. Doucet and S.T. Payne).

Quebec North Shore and Labrador Railway Company, Sept-Iles, Qué., and Brotherhood of Locomotive Engineers, Local 743 (Conciliation Officer: M.K. Carson).

Multiple Access Limited (Broadcasting Division CFCF-TV, CFCF-AM, CFQR-FM, CFCX), Montréal, Qué., and National Association of Broadcast Employees and Technicians (Conciliation Officer: S.T. Payne).

All Provinces Auto Terminals Ltd., Concord, Ont., and Teamsters Union Local 938 (representing unit of office and clerical employees) (Conciliation Officer: H.A. Fisher).

Canadian Broadcasting Corporation and Canadian Union of Public Employees, Broadcast Division

(representing a unit of office and professional employees and a unit of TV production employees)(Conciliation Officer: M. Archambault).

National Battlefields Commission, Québec City, Qué., and Public Service Alliance of Canada (Conciliation Officer: M. Archambault).

Radio CKML Inc., Mont-Laurier, Qué., and le Syndicat des employés de Radio CKML Inc. (CNTU)(Conciliation Officer: M. Archambault).

Borisko Brothers Limited, Scarborough, Ont., and Warehousemen and Miscellaneous Drivers Union, Local 419 (Conciliation Officer: K. Hulse).

Penners Transfer Ltd., Steinbach, Man., and General Drivers, Warehousemen and Helpers, Local 979 (Conciliation Officer: A.E. Koppel).

National Harbours Board, Saint John, N.B., and National Harbours Board Employees Federal Union No. 24 (Conciliation Officer: C.A. Ogden).

Connors Drilling Ltd., Edmonton, Alta., and United Steel Workers of America, Local 7288 (Conciliation Officer: J.M. Collins).

Cominco Ltd. (Con-Rycon Property), Yellowknife, N.W.T. and United Steel Workers of America (Conciliation Officer: J.M. Collins).

Settlements by conciliation officers.

Rivtow Marine Limited, Straits Barge Limited and Straits Towing Limited, Vancouver, B.C., and International Union of Operating Engineers, Local 115 (representing a unit of barge equipment operators)(Conciliation Officers: D.H. Cameron and J.M. Collins)(LG, August).

Seaspan International Limited, North Vancouver, B.C., and International Union of Operating Engineers, Local 115 (representing a unit of barge equipment operators)(Conciliation

Officers: D.H. Cameron and J.M. Collins)(LG, August).

Alltrans Express Ltd., Burnaby, B.C., and Office and Technical Employees Union, Local 15 (representing a unit of office employees)(Conciliation Officer: A.A. Franklin)(LG, August).

Ellison Milling and Elevator Co. Ltd., Lethbridge, Alta., and Canadian Food and Allied Workers, Local P661 (Conciliation Officer: A.A. Franklin)(LG, August).

Kleysen's Cartage Co. Ltd., and Kleysen's Inc., and Oil, Chemical and Atomic Workers International Union, Local 9-892 (representing a unit of employees based at Esterhazy, Sask., and North Gate, North Dakota) (Conciliation Officer: A.E. Koppel)(LG, July).

Eastern Provincial Airways (1963) Limited, Gander, Nfld., and Canadian Air Line Employees Association (representing a unit of Marketing Division employees)(Conciliation Officer: W.J. Gillies)(LG, July).

Cape Breton Development Corporation (Coal Division), Sydney, N.S., and Canadian Brotherhood of Railway, Transport and General Workers, Local 510 (representing mine examiners and shot firers) (Conciliation Officer: C.A. Ogden)(LG, June).

Cape Breton Development Corporation (Coal Division), Sydney, N.S., and Canadian Brotherhood of Railway, Transport and General Workers, Local 509 (representing technical employees)(Conciliation Officer: C.A. Ogden)(LG, June).

Cape Breton Development Corporation (Coal Division), Sydney, N.S., and Canadian Brotherhood of Railway, Transport and General Workers, Local 504 (representing office employees)(Conciliation Officer: C.A. Ogden)(LG, June).

Active Cartage Limited, Rexdale, Ont.,

and Teamsters, Local 879 and General Truck Drivers Union, Local 938 (Conciliation Officers: T.B. McRae and K. Hulse)(LG, April).

Disputes in which there was no further conciliation action under Canada Labour Code (Part V—Industrial Relations).

McNeil Transport Limited, Brockville, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91 (representing a unit of office employees) (Conciliation Officer: R. Tennant)(LG, August).

Canadian Arsenal Limited (Small Arms Division), Mississauga, Ont., and Canadian Union of Operating Engineers, Local 101 (Conciliation Officer: H.A. Fisher)(LG, August).

Cargill Grain Company Limited, Baie Comeau, Qué., and Canadian Merchant Service Guild (Conciliation Officer: S.T. Payne)(LG, July).

Northern Telephone Limited, New Liskeard, Ont., and Communications Workers of Canada (Conciliation Officer: K. Hulse)(LG, July).

B. Williamson Trucking and Leasing Limited, St. Catharines and Richmond Hill, Ont., and Teamsters Locals 879 and 938 (Conciliation Officer: H.A. Fisher)(LG, July).

Ogilvie Flour Mills Co. Limited, Medicine Hat, Alta., and Canadian Food and Allied Workers, Local Union P511 (representing production employees)(Conciliation Officer: A.A. Franklin)(LG, June).

Maple Leaf Mills Limited, Medicine Hat, Alta., and Canadian Food and Allied Workers, Local P511 (representing production employees)(Conciliation Officer: A.A. Franklin)(LG, June).

Settlements reached following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Ogilvie Flour Mills Co. Medicine Hat, Alta., and Canadian

Food and Allied Workers, Local P511 (representing production employees)(see above).

Maple Leaf Mills Limited, Medicine Hat, Alta., and Canadian Food and Allied Workers, Local P511. (representing production employees)(see above).

Dispute lapsed following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Richardson Transport Ltd., Calgary, Alta., and General Teamsters, Local 362 (Conciliation Officer: J.M. Collins)(LG, August).

Conciliation commissioner appointments. Pacific Pilotage Authority, Vancouver, B.C., and Canadian Merchant Service Guild (representing a unit of launchmasters and launchengineers)(Conciliation Commissioner: Prof. Joseph C. Smith).

S.M.T. (Eastern) Limited, Saint John, N.B., and Amalgamated Transit Union, Local 1229 (representing a unit of bus drivers, maintenance, express and ticket agents)(Conciliation Commissioner: Lorne O. Clarke, Q.C.)(LG, August).

Grimshaw Trucking and Distributing Ltd., Edmonton, Alta., and General Teamsters, Local 362 (Conciliation Commissioner: Adrian G. Smith)(LG, August).

National Harbours Board (Montréal Harbour), Montréal, Qué. and United Transportation Union, Local 1673 (Conciliation Commissioner: Pierre Dufresne)(LG, July).

Atomic Energy of Canada Limited and Society of Professional Engineers and Associates of Atomic Energy of Canada Limited (representing a unit of professional employees with Power Projects, Sheridan Park, Mississauga, Ont.)(Conciliation Commissioner: George S.P. Ferguson, Q.C.)(LG, July).

Conciliation commissioner reports received. Grimshaw Trucking and Distributing Ltd., Edmonton, Alta., and General Teamsters, Local 362 (Conciliation Commissioner: Adrian G. Smith) (see above)(Full text appears in Supplement No. 2, 1975).

United Air lines, Inc., Vancouver International Airport, Vancouver, B.C., and International Association of Machinists and Aerospace Workers, Local 1500 (Conciliation Commissioner: Professor Joseph C. Smith) (LG, August)(Full text appears in Supplement No. 2, 1975).

Atlantic Pilotage Authority, Halifax, N.S., and Canadian Merchant Service Guild (representing marine pilots)(Conciliation Commissioner: Prof. Innis Christie)(LG, August)(Full text appears in Supplement No. 2, 1975).

Conciliation commissioner settlements. Cape Breton Development Corporation (Coal Division), Sydney, N.S., and United Mine Workers of America, District 26 (representing miners)(Conciliation Commissioner: Lorne O. Clarke, Q.C.)(LG, August).

British Columbia Telephone Company, Vancouver, B.C., and Federation of Telephone Workers of British Columbia (representing employees of Traffic, Plant and Clerical Divisions)(Conciliation Commissioner: Hugh G. Ladner)(LG, May).

Settlement reached at conciliation commissioner stage. Greyhound Lines of Canada Ltd., Calgary, Alta., and Amalgamated Transit Union, Division 1374 (representing a unit of drivers, terminal and garage employees) (Conciliation Commissioner: Prof. Joseph C. Smith)(LG, July).

Dispute lapsed at conciliation commissioner stage. Kootenay Broadcasting Company Limited and E.K. Radio Ltd., Cranbrook, B.C., and

Association of Commercial and Technical Employees, Local 1705 (CLC) (representing a unit of employees at CJAT/AM and FM, Trail, B.C.)(LG, April).

Appointment of mediator under Sec. 195. Télécâble de Québec Inc., Québec, Qué., and Canadian Union of Public Employees, Local 1417 (representing salesmen)(Mediator: M. Archambault)(LG, August).

Télécâble de Québec Inc., Québec, Qué., and Canadian Union of Public Employees, Local 1417 (representing operating employees)(Mediator: M. Archambault) (LG, August).

Atlantic Pilotage Authority, Halifax, N.S., and Canadian Merchant Service Guild (representing marine pilots)(Mediator: M.K. Carson)(see above).

Settlements reached by mediator under Sec. 195 of the Canada Labour Code (Part V—Industrial Relations). Algoma Central Railway, Sault Ste. Marie, Ont., and Brotherhood of Railway Carmen of the United States and Canada; International Association of Machinists and Aerospace Workers and International Brotherhood of Boilermakers, Iron Ship Builders, Blacksmiths, Forgers and Helpers (Mediator: M.K. Carson)(LG, August).

Algoma Central Railway, Sault Ste. Marie, Ont., and United Transportation Union (T)(Mediator: M.K. Carson) (LG, August).

Télécâble de Québec Inc., Québec, Qué., and Canadian Union of Public Employees, Local 1417 (representing salesmen)(Mediator: M. Archambault)(see above).

Télécâble de Québec Inc., Québec, Qué., and Canadian Union of Public Employees, Local 1417 (representing operating employees)(Mediator: M. Archambault) (see above).

During July the Minister of Labour appointed conciliation officers to deal with the following disputes:

British Airways—British Overseas Airways Corporation, Toronto International Airport, Toronto, Ont., and International Association of Machinists and Aerospace Workers (Conciliation Officer: H.A. Fisher).

Cominco Ltd. (Pine Point Operations), Pine Point, N.W.T., and United Steelworkers of America (Conciliation Officer: D.H. Cameron).

Air Canada and Canadian Air Line Flight Attendants Association (Conciliation Officer: A.C. Sinclair).

Canadian National Railway Company and United Transportation Union (representing a unit of bus drivers in Road Cruiser Highway Bus Service in Newfoundland)(Conciliation Officer: W.J. Gillies).

Keith MacKinnon Transport Limited, Charlottetown, P.E.I., and Construction and General Labourers and General Workers in Construction Industrial and Commercial, Local 1079-A (Conciliation Officer: C.A. Ogden).

Smit & Cory International Port Towage Limited, Halifax, N.S., and Seafarers' International Union of Canada (Conciliation Officers: C.A. Ogden and R.L. Kervin).

Eastern Provincial Airways (1963) Limited, Gander, Nfld., and Canadian Air Line Pilots Association (Conciliation Officer: W.J. Gillies).

Eldorado Nuclear Limited, Port Hope, Ont., and United Steelworkers of America (representing a unit of security force employees)(Conciliation Officer: H.A. Fisher).

Allied Aviation Service Company of Newfoundland Limited, Gander, Nfld., and International Association of Machinists and Aerospace Workers; Brotherhood of Railway, Airline and

Steamship Clerks, Freight Handlers and Station Employees (Conciliation Officer: W.J. Gillies).

Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Saint John, New Brunswick and International Longshoremen's Association, Local 273 (Conciliation Officers: C.A. Ogden and R.L. Kervin).

Western Airlines Inc., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (representing a unit of employees classified as customer service representative, senior customer service representative, customer service representative secretary in Calgary)(Conciliation Officer: A.A. Franklin).

Larivière Transport Ltée, Montebello, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (Conciliation Officer: M. Archambault).

Ogilvie Flour Mills Co., Limited, Edmonton, Alta., and Canadian Food and Allied Workers, Local P511 (Conciliation Officer: G.W. Rogers).

Atomic Energy of Canada Limited (Heavy Water Plant), Port Hawkesbury, N.S., and Oil, Chemical and Atomic Workers International Union, Local 9-832 (Conciliation Officer: C.A. Ogden).

Settlements by Conciliation

Officers. Ottawa Valley Broadcasting Company Limited (Radio Station CHOV), Pembroke, Ont., and Canadian Union of Public Employees (Conciliation Officer: K. Hulse) (LG, September).

Québec North Shore and Labrador Railway Company, Limited, Sept-Iles, Qué., and United Steelworkers of America (representing a unit of maintenance of way employees, a unit of shopcraft employees and a unit of office and technical employees), United

Transportation Union (representing a unit of conductors and brakemen), Brotherhood of Railway Signalmen (Conciliation Officer: G.R. Doucet)(LG, September).

Marine Stevedoring Limited, Corner Brook, Nfld., and United Steelworkers of America, Local 7713 (Conciliation Officer: W.J. Gillies)(LG, September).

National Battlefields Commission, Québec, Qué., and Public Service Alliance of Canada (Conciliation Officer: M. Archambault)(LG, September).

Borisko Brothers Limited, Scarborough, Ont., and Warehousemen and Miscellaneous Drivers Union, Local 419 (Conciliation Officer: K. Hulse)(LG, September).

Lakeshore Movers and Warehousing (Canada) Limited, Pointe-Claire, Qué., and Teamsters Local 931 (representing a unit of drivers and mechanics) (Conciliation Officer: S.T. Payne)(LG, August).

Robert Transport Ltée, Rougemont, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (Conciliation Officer: M. Archambault)(LG, August).

Maritime Employers Association and International Longshoremen's Association, Local 1654 (representing a unit of longshoremen at the Port of Hamilton)(Conciliation Officer: T.B. McRae)(LG, August).

Settlements reached at the conciliation officer stage. British Airways—British Overseas Airways Corporation, Montreal International Airport, Montréal, Québec and International Association of Machinists and Aerospace Workers (LG, September).

Nordair Limited, Montréal International Airport, Dorval, Qué., and International Association of Machinists and Aerospace Workers, Lodge No. 2309

(representing a unit of employees of the maintenance, traffic, operating and stores division)(LG, August).

Dispute lapsed at conciliation officer stage Four Seasons Radio Ltd., Kelowna, B.C., and Association of Commercial and Technical Employees', Local 1707 (CLC)(LG, November).

Strike action at conciliation officer stage. Atomic Energy of Canada Limited (Chalk River Nuclear Laboratories), Chalk River, Ont., and International Union of Operating Engineers, Local 920 (representing a unit of stationary engineers, power house mechanics and equipment operators)(Conciliation Officer: H.A. Fisher)(strike action commenced July 14, 1975)(LG, August).

Disputes in which there was no further conciliation action under Canada Labour Code (Part V—Industrial Relations). The North Fraser Harbour Commissioners, Vancouver, B.C., and Canadian Merchant Service Guild (representing a unit of masters/partolmen and boatmen).

Goderich Elevator and Transit Company Limited, Goderich, Ont., and Federal Union 23736 (CLC) (representing a unit of grain elevator employees) (Conciliation Officer: H. Bartenbach)(LG, August).

Hill Security Limited, Toronto and Ottawa, Ont., and Teamsters Locals 419 and 91 (Conciliation Officer: H. Bartenbach)(LG, July).

Settlements reached following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Hill Security Limited, Toronto and Ottawa, Ont., and Teamsters Locals 419 and 91 (see above).

McNeil Transport Limited, Brockville, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91

(representing a unit of office employees)(LG, September).

Northern Telephone Limited, New Liskeard, Ont., and Communications Workers of Canada (LG, September).

Strike action following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Goderich Elevator and Transit Company Limited, Goderich, Ont., and Federal Union 23736 (CLC) (representing a unit of grain elevator employees) (Conciliation Officer: H. Bartenbach)(Strike action commenced July 17, 1975)(See above).

Conciliation commissioner appointments. Air Canada and Canadian Air Line Employees Association (representing a unit of employees in the Finance Branch in Canada)(Conciliation Commissioner: Duncan J. Jessiman, Q.C.).

Atomic Energy of Canada Limited (Whiteshell Nuclear Research Establishment), Pinawa, Man., and United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada, Local 254 (Conciliation Commissioner: J.F. O'Sullivan)(LG, September).

Atomic Energy of Canada Limited (Commercial Products), Ottawa, Ont., and Ottawa Atomic Workers Union, Local 1541 (CLC)(Conciliation Commissioner: Judge J.C. Anderson)(LG, August).

Canadian Pacific Airlines, Limited, Vancouver International Airport, Vancouver, B.C., and Canadian Air Line Flight Attendants Association (Conciliation Commissioner: Prof. Joseph C. Smith)(LG, August).

Conciliation commissioner reports received. Atomic Energy of Canada Limited (Whiteshell Nuclear Research Establishment), Pinawa, Man., and United Association of Journeymen and

Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada, Local 254 (Conciliation Commissioner: J.F. O'Sullivan)(see above)(Full text appears in Supplement No. 3, 1975.)

Atomic Energy of Canada Limited (Commercial Products), Ottawa, Ont., and Ottawa Atomic Workers Union, Local 1541 (CLC)(Conciliation Commissioner: Judge J.C. Anderson)(see above)(Full text appears in Supplement No. 3, 1975.)

Pacific Pilotage Authority, Vancouver, B.C., and Canadian Merchant Service Guild (representing a unit of launchmasters and launchengineers)(Conciliation Commissioner: Prof. Joseph C. Smith)(LG, September)(Full text appears in Supplement No. 3, 1975.)

S.M.T. (Eastern) Limited, Saint John, N.B., and Amalgamated Transit Union, Local 1229 (representing a unit of bus drivers, maintenance, express and ticket agents)(Conciliation Commissioner: Lorne O. Clarke, Q.C.)(LG, September)(Full text appears in Supplement No. 3, 1975.)

Atomic Energy of Canada Limited and Society of Professional Engineers and Associates of Atomic Energy of Canada Limited (representing a unit of professional employees with Power Projects, Sheridan Park, Mississauga, Ont.)(Conciliation Commissioner: George S.P. Ferguson, Q.C.)(LG, September)(Full text appears in Supplement No. 3, 1975.)

Big Valley Supply and Enterprises Limited, Calgary, Alta., and General Teamsters, Local 362 (Conciliation Commissioner: Professor Stephen G. Peitchinis)(LG, August)(Full text appears in Supplement No. 3, 1975.)

Conciliation commissioner settlements. Pacific Pilotage Authority, Vancouver, B.C., and Canadian Merchant Service Guild (representing a unit of launchmasters and

launchengineers)(Conciliation Commissioner: Professor Joseph C. Smith)(see above).

Grimshaw Trucking and Distributing Ltd., Edmonton, Alta., and General Teamsters, Local 362 (Conciliation Commissioner: Adrian G. Smith)(LG, September).

National Harbours Board, Montréal, Qué., and le Syndicat national des employés de perception (CSN) (Conciliation Commissioner: Pierre Dufresne)(LG, August).

strike action following conciliation commissioner procedure. United Air Lines, Inc., Vancouver International Airport, Vancouver, B.C. and

International Association of Machinists and Aerospace Workers, Local Lodge 1500 (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, September)(Strike action commenced July 10, 1975).

Appointment of mediator under Sec. 195. Atomic Energy of Canada Limited and Society of Professional Engineers and Associates of Atomic Energy of Canada Limited (representing a unit of professional employees with Power Projects, Sheridan Park, Mississauga, Ont.)(Mediators: A.R. Gibbons and H. Bartenbach)(see above).

Strike action following appointment of mediators under Sec. 195,

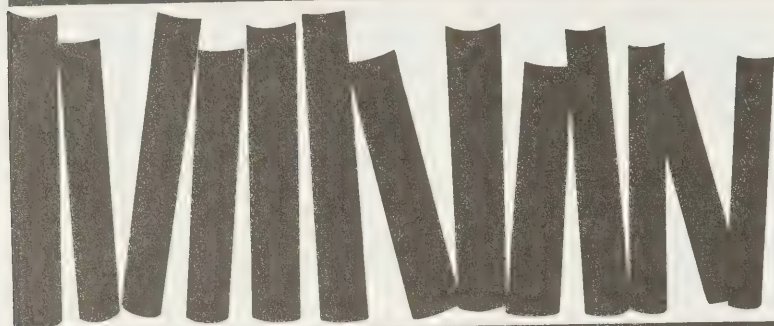
Canada Labour Code (Part V—Industrial Relations). Atomic Energy of Canada Limited and Society of Professional Engineers and Associates of Atomic Energy of Canada Limited (representing a unit of professional employees with Power Projects, Sheridan Park, Mississauga, Ont.)(Mediators: A.R. Gibbons and H. Bartenbach)(see above) (strike action commenced July 22, 1975).

Atlantic Pilotage Authority, Halifax, N.S. and Canadian Merchant Service Guild (representing marine pilots)(Mediator: M.K. Carson)(LG, September) (strike action commenced July 6, 1975 and terminated July 31, 1975).

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"And like a fool, I told my boss to stop passing me the buck."



Additions to the Library

LIST NO. 317

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. Please indicate the publication numeral and the month listed, when requesting loans.

ACCIDENT PREVENTION

1. **Petersen, Dan.** Safety management, a human approach. Englewood, N.J., Aloray, 1975. 395p.

AGRICULTURE—ECONOMIC ASPECTS

2. **Denton, Frank Trevor.** Prices, incomes and capital formation in Canadian agriculture, by Frank T. Denton, David Freshwater and A. Leslie Robb. Ottawa, Canada Food Prices Review Board, 1974. 31, 31p. Titre en français: Prix, revenus et formation de capital dans l'agriculture canadienne.

AIR TRANSPORT

3. **Douglas, George Warren.** Economic regulation of domestic air

transport: theory and policy, by George W. Douglas and James C. Miller III. Washington, Brookings Institution, c1974. 211p.

CIVIL SERVICE

4. **Civil servants and change**, joint statement by the National Whitley Council and final report by the Wider Issues Review Team. London, Civil Service Department, 1975. 42p.

COMMUNICATION

5. **Canada. Department of Communications.** Communications: some federal proposals. Information Canada, 1975. 17, 19p. Titre en français: Télécommunications: quelques propositions fédérales.

CONSUMPTION

6. **Bosch-Domènech, Antoni.** Learning by searching: an analysis of consumer decision-making. London, Ont., University of Western Ontario, Department of Economics, 1975. 36p.

CORPORATIONS, INTERNATIONAL

7. **Barnet, Richard Joseph.** Global

reach: the power of the multinational corporations, by Richard J. Barnet and Ronald E. Muller. New York, Simon and Schuster, 1974. 508p.

8. **Conference Board.** Experience with foreign production work forces, by James R. Basche, Jr. and Michael G. Duerr. New York, 1975. 35p.

ECONOMIC CONDITIONS

9. **National Economic Conference, Montréal, 1974.** Priorities in transition; proceedings of the National Economic Conference, Montréal, December 1, 2 and 3, 1974. Ottawa, Information Canada, 1975. 125p. Titre en français: Evolution des priorités; compte rendu de la Conférence économique nationale.

10. **1985: interindustry forecasts of the American economy**, by Clopper Almon, Jr. and others. Lexington, Mass., Lexington Books, 1974. 250p.

ECONOMICS

11. **Johnson, Harry Gordon.** On economics and society. Chicago, University of Chicago Press, 1975. 356p.

ECONOMISTS

12. Conference Board. The corporate economist, by David I. Fisher. New York, 1975. 55p.

EMPLOYEE OWNERSHIP

13. Piaget, Charles. Lip; Charles Piaget et les Lip racontent. Postface de Michel Rocard. Paris, Stock, 1973. 214p.

EMPLOYEES' REPRESENTATION IN MANAGEMENT

14. Farnsworth, Richard Ashley. Productivity and law. Westmead, Eng., Saxon House; Lexington, Mass., Lexington Books, c1975. 364p.

15. Guest, David. Worker participation: individual control and performance, by David Guest and Derek Fatchett. London, Institute of Personnel Management, 1974. 252p.

EMPLOYER-EMPLOYEE COMMUNICATIONS

16. Brennan, John. The conscious communicator; making communication work in the work place. Reading, Mass., Addison-Wesley, c1974. 191p.

FREE TRADE AND PROTECTION

17. Saunders, Christopher Thomas. From free trade to integration in Western Europe? London, Chatham House: PEP, 1975. 107p.

FRENCH LANGUAGE

18. Morrison, Robert Neil. The use of French and the employment of francophones in business in Québec,

by R.N. Morrison. Some concepts basic to legal rights, by S.A. Scott. Québec, Editeur officiel du Québec, 1974, c1973. 111p.

GUARANTEED ANNUAL INCOME

19. Barth, Michael C. Toward an effective income support system: problems, prospects and choices, by Michael C. Barth, George J. Carcagno and John L. Palmer; with an overview paper by Irwin Garfinkel. Madison, Institute for Research on Poverty, University of Wisconsin, 1974. 189p.

HOSPITALS

20. A guide to employer employee relations; a book of readings. Edited by Dennis R. Kobs. St. Louis, Catholic Hospital Association, 1974. 135p.

21. U.S. Bureau of Labor Statistics. Hospitals, August 1972. Washington. G.P.O., 1975. 116p.

HOURS OF LABOUR

22. Wilton, Marjorie. The time of your life; a report on flexible working hours, by Marjorie Wilton and Gordon F. Harrison. Toronto, Haskins & Sells Associates, 1975. 32, 3p.

INCENTIVE PLANS

23. Suri, G.K. Wage incentives: theory and practice. Editor: G.K. Suri. New Delhi, Shi Ram Centre for Industrial Relations and Human Resources, 1973. 231p.

INDEXATION

24. Essays on inflation and indexation, by Herbert Giersch and

others. Washington, American Enterprise Institute for Public Policy Research, 1974. 98p.

INDUSTRIAL HEALTH

25. Scott, Rachel. Muscle and blood. 1st.ed. New York, Dutton, 1974. 306p.

26. Stelman, Jeanne M. Work is dangerous to your health; a handbook of health hazards in the workplace and what you can do about them, by Jeanne M. Stelman, Susan M. Daum and others. 1st ed. New York, Pantheon Books, 1973. 448p.

INDUSTRIAL RELATIONS

27. Askwith, George Ranken. Industrial problems and disputes. With an introduction by Roger Davidson. New York, Barnes & Noble, 1974. 494p. Reprint of the 1920 ed.

28. Centre de productivité des transports. Les relations sociales dans l'entreprise. Paris, Editions CELSE, 1973. 107p.

29. Chaison, Gary N. Readings in Canadian industrial relations, edited by Gary N. Chaison and Joseph B. Rose. New York, MSS Information Corp., 1974. 300p.

30. Ingham, Geoffrey Keith. Strikes and industrial conflict, Britain and Scandinavia. London, Macmillan, 1974. 95p.

31. Krajcik, Richard Stephen. Labor-management relations in state and local government: nature, extent, and impact of judicial involvement. Ann Arbor, Mich., University Microfilms, 1975. 106p.

32. Wallen, Saul. The Saul Wallen papers: a neutral's contribution to industrial peace; compiled and edited by Byron Yaffe. Ithaca, New York

State School of Industrial and Labor Relations, Cornell University, 1974. 213p.

INDUSTRY—SOCIAL ASPECTS

33. Steade, Richard D. Business and society in transition: issues and concepts. San Francisco, Canfield Press, 1975. 265p.

INSURANCE, HEALTH

34. American Enterprise Institute for Public Policy Research. National health insurance proposals. Washington, 1974. 66p.

35. MacTaggart, Kenneth W. The first decade. Ottawa, Canadian Medical Association, 1973. 4, 132p.

JOB SECURITY

36. Corporation des enseignants du Québec. Sécurité d'emploi; une lutte pour le droit au travail. Québec, La Corporation, 1975. 16p.

LABOUR COSTS

37. Smith, Douglas A. Direct labour costs in the food processing industries in Canada. Ottawa, Canada Food Prices Review Board, 1975. 26, 29p. Titre en français: Coûts directs de main-d'oeuvre dans le secteur de la transformation des produits alimentaires au Canada.

LABOUR ORGANIZATION

38. Pelling, Henry. A history of British trade unionism. 2d ed. London, Macmillan, 1972. 310p.

LABOUR SUPPLY—AGRICULTURAL LABOURERS

39. Dawson, Donald Allan. Hired farm labour in Canada, by Donald A. Dawson and David Freshwater. Ottawa, Canada Food Prices Review Board, 1975. 30, 32p. Titre en français: Les travailleurs agricoles rémunérés au Canada.

LEISURE

40. Menefee, John Alsworth. The economics of leisure: the evolution of the labor-leisure tradeoff in economic doctrine. Ann Arbor, Mich., University Microfilms, 1975. 205p.

MANPOWER POLICY

41. Levitan, Sar A. The quest for a Federal manpower partnership, by Sar A. Levitan and Joyce K. Zickler. Cambridge, Mass., Harvard University Press, 1974. 131p.

MARRIED WOMEN—EMPLOYMENT

42. Haig, B.D. The participation of married women in the Australian workforce 1961 to 1972, by B.D. Haig and Margeret Wood. Bedford Park, Australia, Institute of Labour Studies, Flinders University of South Australia, 1973. 68p.

43. Princeton University. Industrial Relations Section. Public assistance for mothers in an urban labor market, by Daniel Saks. Princeton, 1975. 103p.

PENSIONS

44. McGill, Dan Mays. Employer guarantee of pension benefits. Homewood, Ill., Published for the

Pension Research Council, Wharton School, University of Pennsylvania, by R.D. Irwin, 1974. 49p.

45. U.S. Laws, Statutes, etc. ...Employee retirement income security act of 1974. Washington, G.P.O., 1974. 208p.

POVERTY

46. Roby, Pamela Ann. The poverty establishment. Edited by Pamela Roby. Englewood Cliffs, N.J., Prentice-Hall, 1974. 217p.

PROFIT

47. Leasure, James William. Prices, profit, and production; how much is enough? By J. William Leasure and Marjorie Shepherd Turner. 1st ed. Albuquerque, University of New Mexico Press, 1974. 143p.

RACE PROBLEMS

48. Levitan, Sar A. Still a dream; the changing status of Blacks since 1960, by Sar A. Levitan, William B. Johnston and Robert Taggart. Cambridge, Mass., Harvard University Press, 1975. 381p.

SOCIAL SECURITY

49. Field, Frank. Unequal Britain; a report on the cycle of inequality. London, Arrow Books, 1974. 64p.

50. Munnell, Alicia Haydock. The effect of social security on personal saving. Cambridge, Mass., Ballinger Pub. Co., 1974. 136p.

51. Social security in the European Community. Social security and

medical care in Britain and the Continent, by Roger Lawson. Social security and medical care in the context of the European Community, by Bruce Reed. London, Chatham House: PEP, 1975. 75p.

52. Wilensky, Harold L. The welfare state and equality: structural and ideological roots of public expenditures. Berkeley, University of California Press, 1975. 151p.

STATUS OF WOMEN

53. Coote, Anna. Women's rights: a practical guide, by Anna Coote and Tess Gill. Revised printing. Harmondsworth, Eng., Penguin Books, 1974. 349p.

54. Prince Edward Island. Provincial Advisory Committee on the Status of Women. Report. December, 1973. Charlottetown, 1974. 192p.

55. Randall, Margaret. Cuban women now: interviews with Cuban women. Toronto, Women's Press; Dumont Press Graphix, c1974. 375p.

SUPERVISION

56. Coleman, Eunice C. Supervisors: a corporate resource, by Eunice Coleman and Maureen E. Campbell. New York, AMACOM, c1975. 20p.

WORK

57. Anderson, Nels. Man's work and leisure. Leiden, Brill, 1974. 146p.

58. Morris, William Thomas. Work and your future: living poorer, working harder. Reston, Va., Reston Pub. Co., c1975. 306p.

WORK SATISFACTION

59. Cubert, Sylvia. The mainspring of productivity; worker growth and belonging. 1st ed. Jericho, N.Y., Exposition Press, 1974. 154p.

60. Fairfield, Roy Phillip, comp. Humanizing the workplace, by Roy P. Fairfield, editor. Buffalo, N.Y., Prometheus Books, 1974. 265p.

labour statistics

Principal Items	Date	Amount	Percentage Change from				
			Previous Month	Previous Year			
		(in thousands)					
TOTAL CIVILIAN LABOUR FORCE*		10,341	+	2.4	+	4.8	
Week ended June 21, 1975							
Employed	June 1975	9,638	+	2.8	+	2.5	
Agriculture	"	533	+	3.7	-	0.2	
Non-agriculture	"	9,104	+	2.7	+	2.7	
Paid workers	"	8,552	+	3.0	+	2.9	
At work 35 hours or more	"	7,611	+	3.2	+	1.3	
At work less than 35 hours	"	1,527	-	3.5	+	4.9	
Employed but not at work	"	500	+	19.0	+	16.3	
Unemployed	"	704	-	1.4	+	50.1	
Atlantic	"	75	-	29.9	+	15.4	
Quebec	"	230	-	1.3	+	39.4	
Ontario	"	256	+	8.5	+	73.0	
Prairies	"	49	-	9.3	+	44.1	
British Columbia	"	94	+	13.3	+	64.9	
Without work and seeking work	"	666	-	0.4	+	47.7	
On temporary layoff up to 30 days	"	37	-	17.8	+	105.6	
INDUSTRIAL EMPLOYMENT (1961 = 100)†		March 1975	137.5	+	0.3	-	0.6
Manufacturing employment (1961 = 100)†		"	125.3	+	0.5	+	5.3
IMMIGRATION		First Quarter 1975	43,448	-	-	-	4.1
Destined to the labour force		"	19,877	-	-	-	
STRIKES AND LOCKOUTS							
Strikes and lockouts	May 1975	251	+	24.2	-	1.2	
No. of workers involved	"	107,628	+	135.6	+	11.4	
Duration in man days	"	680,950	+	15.8	-	51.3	
EARNINGS AND INCOME							
Average weekly earnings (ind. comp.)†	March 1975	195.82	+	0.8	+	14.5	
Average hourly earnings (mfg.)†	"	4.92	+	1.7	+	18.6	
Average weekly hours paid (mfg.)†	"	38.3	-	1.0	-	3.0	
Consumer price index (1961 = 100)	June 1975	184.0	+	0.8	+	10.4	
Index numbers of weekly wages in 1961 dollars (1961 = 100)† ..	March 1975	140.8	+	0.2	+	3.6	
Total labour income (millions of dollars)†	May 1975	7,155.1	+	3.7	+	14.6	
INDUSTRIAL PRODUCTION†							
Total (average 1961 = 100)	May 1975	203.9	-	0.5	-	5.7	
Manufacturing	"	205.2	-	0.2	-	5.9	
Durables	"	235.4	-	0.4	-	7.8	
Non-durables	"	181.4			-	3.7	
NEW RESIDENTIAL CONSTRUCTION**							
Starts	May 1975	17,187	-	-	-	14	
Completions	"	13,072	-	-	-	37	
Under construction	"	124,165	-	-	-	24	

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-1975

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year			
		Strikes and Lockouts	Workers Involved	Duration in Man-Days	Percentage of Estimated Working Time
				Man-Days	
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1974:					
May	143	254	96,535	1,398,940	0.80
June	121	226	217,420	2,025,650	1.24
July	130	236	107,848	1,021,110	0.55
August	120	241	73,157	858,910	0.47
September	95	229	67,085	718,070	0.45
October	95	210	63,418	686,480	0.39
November	95	203	77,474	481,580	0.30
December	31	130	25,478	317,110	0.20
*1975:					
January	107	183	44,341	433,110	0.25
February	61	153	37,459	370,830	0.24
March	65	162	46,403	491,230	0.31
April	92	202	45,671	588,224	0.34
May (1)	103	251	107,628	680,950	0.38

* Preliminary. † Revised.

(1) Totals do not include one work stoppage in Quebec for which figures are not available.

STRIKES AND LOCKOUTS, MAY, 1975, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland	2	6	1,554	23,630
Prince Edward Island	-	-	-	-
Nova Scotia	9	9	938	3,190
New Brunswick	1	6	374	6,600
Quebec (1)	30	99	67,106	340,990
Ontario	33	62	15,523	106,100
Manitoba	6	10	3,303	46,790
Saskatchewan	6	10	1,027	14,550
Alberta	-	4	790	16,030
British Columbia	11	32	8,209	66,930
Federal	5	13	8,804	56,140
All jurisdictions (1) 103		251	107,628	680,950

(1) Totals do not include one work stoppage in Quebec for which figures are not available.

STRIKES AND LOCKOUTS, MAY, 1975, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Forestry	1	1	410	6,050
Mines	4	18	6,041	109,630
Manufacturing	40	109	21,520	265,260
Construction	17	22	8,713	77,210
Transpn. & utilities	5	22	9,860	58,790
Trade	11	24	1,260	15,200
Finance	2	4	2,369	25,615
Service	10	27	1,189	53,350
Public administration	12	23	3,266	19,860
All industries (1) 103		251	107,628	680,950

(1) Totals do not include one work stoppage in Quebec for which figures are not available.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1975 (PRELIMINARY)

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, 1980-1981						
Industry			Duration in Man-days		Starting Date	Major Issues
Employer		Workers Involved	May	Accu- mulated	Termination Date	Result
Location	Union					
Forestry						
Société Forestière Domtar Ltée., Dolbeau, Qué.	Woodworkers Fed'n (Ind).	250	5,250	23,750	Jan. 16	Sympathy strike—
Macmillan Bloedel (Sproat Lake Div.), Port Alberni, B.C.	Woodworkers Loc. 185 (AFL-CIO/CLC)	160	800	800	May 8 May 15	Working conditions— Not reported—
Mines						
METAL MINES						
Lornex Mining Corp. Ltd., Kamloops, B.C.	Steelworkers Loc. 7619 (AFL-CIO/CLC)	500	2,500	2,500	May 8 May 15	Not reported— Not reported—
Wabush Mines, Wabush, Nfld.	Steelworkers Loc. 6285 (AFL-CIO/CLC)	575	12,730	26,690	Mar. 28	Wages—
Steep Rock Iron Mines Ltd., Caland Ore Co. Ltd., Atikokan, Ont.	Steelworkers Loc. 3466 (AFL-CIO/CLC)	820	7,610	7,610	May 18	Wages, fringe benefits—
NON-METAL						
Asbestos Corpora- tion Ltd., Thetford Mines, Qué.	Fed'n of Metal Trades Unions (CNTU)	1,956	41,080	101,710	Mar. 18	Wages, COLA clause, working conditions—
Lake Asbestos of Quebec Ltd., Black Lake, Que.	Steelworkers Loc. 7649 (AFL-CIO/CLC)	525	11,030	27,310	Mar. 18	Wages, COLA clause, working conditions—
Bell Asbestos Mines Ltd., Thetford Mines, Que.	Steelworkers Loc. 8026 & 7285 (AFL-CIO/CLC)	440	9,240	22,880	Mar. 18	Wages, COLA clause, working conditions—
Carey Canadian Mines Ltd., East Broughton, Que.	Fed'n of Metal Trades Unions (CNTU)	370	7,770	19,240	Mar. 18	Wages, COLA clause, working conditions—
National Asbestos Mines Ltd., Thetford Mines, Que.	Fed'n of Metal Trades Unions (CNTU)	170	3,570	8,840	Mar. 18	Wages, COLA clause, working conditions—
Potash Company of American, Patience Lake, Saskatchewan.	Steelworkers Loc. 7689	180	3,990	7,850	Apr. 1	Not reported—
Duval Corp of Canada, Saskatoon, Sask.	Steelworkers Loc. 7458	310	6,860	9,630	Apr. 18	Wages, job classification—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location				May	Accu- mulated	Termination Date	Result
Manufacturing							
FOOD AND BEVERAGES							
Quebec Poultry Ltd., Quebec, Que.	Commerce Fed'n (CNTU)	360	7,560	19,080	Mar. 17	Master agreement—	
La Cie Quebec Poultry Ltée., St-Jean Baptiste de Rouville, Qué.	Commerce Fed'n (CNTU)	600	12,600	12,600	Apr. 3	Master agreement—	
Aliments Flamingo, St-Rosalie, Qué.	Commerce Fed'n (CNTU)	125	2,630	5,130	Apr. 3	Master agreement—	
Abattoir Berthier Inc., Berthierville, Qué.	Commerce Fed'n (CNTU)	207	4,350	8,490	Apr. 3	Master agreement—	
Molson Brewery B.C. Ltd., Vancouver, B.C.	Brewery Workers (300) (AFL-CIO/CLC)	165	1,210	1,210	May 20	Not reported—	
Canso Seafoods Ltd., Canso, N.S.	Food Workers Loc. 642 (AFL-CIO/CLC)	351	350	350	May 22 May 23	Working conditions— Return of workers—	
York Farms, Sardis, B.C.	Food Workers Loc. P-430 (AFL-CIO/CLC)	400	800	800	May 22 May 26	Not reported— Not reported—	
General Foods Ltd., Lasalle, Que.	Food & Allied Workers Loc. P-766 (AFL-CIO/CLC)	450	2,030	2,030	May 27	Wages, fringe benefits—	
LEATHER							
Maxine Footwear Co. Inc., Montreal, Que.	CSD	350	7,350	11,900	Apr. 14	Wages, seniority—	
Denny Stewart Ltd., Montreal, Que.	Food Workers Loc. L-102 (AFL-CIO/CLC)	168	340	4,880	Mar. 24 May 5	Wages, piece work— Terminated by mutual agreement—	
Dependable Shoe Mfg., Co. Montreal, Que.	Food Workers Loc. L-102 (AFL-CIO/CLC)	136	1,500	1,500	May 15	Not reported—	
TEXTILES							
Wabasso Ltd., Trois-Rivières, Que.	United Textile Worker Loc. 322 (AFL-CIO/CLC)	1,000	17,140	17,140	May 8	Wages, fringe benefits—	
KNITTING MILLS							
Penmans Ltd., St-Hyacinthe, Que.	Textile Fed'n (CNTU)	330	2,970	79,200	May 31/74 May 14/75	Wages— Wage increase—	
WOOD							
B.C. Forest Products, Youbou, B.C.	Woodworkers Loc. 1-80 (AFL-CIO/CLC)	450	9,450	19,800	Mar. 28	Suspension of three workers—	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			May	Accu- mulated	Termination Date	Result
FURNITURE & FIXTURES							
	Victoriaville Furniture Ltd., Victoriaville, Que.	Travailleur du meuble de Victoriaville, (CSD)	150	2,700	4,800	Apr. 11 May 28	Seniority clause— Terminated by mutual agreement—
	Victoriaville Specialties Co. Ltd., Victoriaville, Que.	Upholsterers Loc. 573 (AFL-CIO/CLC)	104	2,180	3,640	Apr. 11	Wages, fringe benefits—
	Various Mattress Companies, Vancouver area, B.C.	Upholsterers Loc. 1 (AFL-CIO/CLC)	231	3,700	3,700	May 6	Wages, fringe benefits—
PAPER							
	Kruger Pulp & Paper Co. Ltd., Lasalle, Que.	Fed'n of Paper Workers (CNTU)	200	3,800	3,800	May 5	Sympathy strike—
	Sonoco Products Ltd., Terrebonne, Que.	Fed'n of Paper Workers (CNTU)	110	2,310	20,240	Sep. 9/74	Seniority, COLA adjustment—
	Rayonnier Québec (ITT), Port-Cartier, Que.	Canadian Paper Wkrs. Loc. 1125 (CLC)	225	4,730	22,730	Jan. 8	Suspension of some workers—
	Emballage Domtar Ltée., Montreal, Que.	Chemical Wkrs. Loc. 314 (AFL-CIO/CLC)	225	4,730	8,780	Apr. 7	COLA clause—
	Canadian Johns Manville Co. Ltd., North Bay, Ontario.	Canadian Paperworkers Loc. 870 (CLC)	210	4,410	7,140	Apr. 14	Breakdown of negotiations—
	Abitibi Provincial Paper Thorold, Ont.	Canadian Paperworkers Union Loc. 290 (CLC)	600	2,570	2,570	May 13 May 20	Protesting disciplinary action against 4 workers— Return of workers—
	Weyerhaeuser Canada Ltd., (Pulp Div.) Kamloops, B.C.	Pulp Paper and Woodworkers of Canada Loc. 10 (CLC)	460	460	460	May 22 May 23	Not reported— Not reported—
PRINTING AND PUBLISHING							
	Montreal Star, Montreal, Que.	Newspaper Guild Loc. (111) (AFL-CIO/CLC)	450	230	230	May 30	Wages, fringe benefits—
	Moore Business Forms, Winnipeg, Manitoba.	Printing and Graphic Loc. 537 (AFL-CIO/CLC)	112	2,350	2,460	Apr. 30	Wages—
	Twelve Printing Companies, Quebec, Que.	Syndicats Nat. d'imprimerie de Québec (CSN)	260	3,380	3,380	May 13	Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues	
Location	Union		May	Accu- mulated	Termination Date	Result	
PRIMARY METAL							
	Union Carbide, Beauharnois, Que.	Steelworkers Loc. 5987 (AFL-CIO/CLC)	450	9,960	42,510	Jan. 19	Working conditions, inter- pretation of contract—
	Holmes Foundry Ltd. Point Edward, Ont.	Auto workers Loc. 456 (CLC)	490	10,290	18,870	Apr. 7	Not reported—
	Aluminum Co. of Can., Arvida, Que.	Fed'n of Metal Trades Unions (CNTU)	350	3,250	6,400	Apr. 18 May 15	Dispute over suspensions— Return of wkrs. when company imposed fines—
	Emco Limited, London, Ontario.	Steelworkers Loc. 2699 (AFL-CIO/CLC)	265	5,570	6,900	Apr. 24	Wages, fringe benefits—
	Enamel & Heating Products Ltd., Amherst, N.S.	Steelworkers Loc. 2231 (AFL-CIO/CLC)	100	500	500	May 26	Working conditions—
METAL FABRICATING							
	Quebec Wires, Trois-Rivières, Que.	Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	2,630	14,380	Dec. 16/74	Employees locked-out; wages for females—
	A. C. Wickman Ltd., Toronto, Ont.	U.E. Loc. 112 (CLC)	112	2,350	5,710	Mar. 19	Wages—
	Ecko Canada Ltd., Scarborough, Ont.	Auto workers Loc. 124 (CLC)	120	720	3,180	Apr. 2 May 9	Wages, fringe benefits— Terminated by mutual agreement—
	Chubb-Mosler & Taylor Safes, Brampton, Ont.	Chemical Wkrs. Loc. 678 (AFL-CIO/CLC)	180	720	2,160	Apr. 21 May 7	Not reported— Terminated by mutual agreement—
	Canada Forgings Ltd., Welland, Ont.	Auto Workers Loc. 275 (CLC)	230	4,370	4,370	May 5	Wages—
MACHINERY							
	Farr Company Ltd., Ville de Laval, (Mtl), Quebec.	CNTU	100	2,100	3,400	Apr. 14	Not reported—
	National Cash Register, Etobicoke, Ont.	Graphic Arts Loc. 28B (AFL-CIO/CLC)	121	2,540	5,200	Apr. 1	Wages, fringe benefits—
	Metal Industries Ass'n, Vancouver, B.C.	International Operating Engineers Loc. 115 (AFL-CIO/CLC)	350	2,800	2,800	May 12 May 23	Not reported— Not reported—
TRANSPORTATION EQUIP.							
	Pratt & Whitney of Can. Ltd., (United Aircraft) Longueuil, Que.	Auto Workers Loc. 510 (CLC)	1,000	21,000	682,800	Jan. 7/74	Union security, wages, COLA clause—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					May	Accumulated	Termination Date	
	Bendix Home Systems Ltd., Penticton and Oliver, B.C.		Carpenters Loc. 2511 (AFL-CIO/CLC)	190	3,990	4,560	Apr. 28	Not reported—
	AFC Canada Ltd., (Carburator Div.), Bramalea, Ont.		Machinists Loc. 2243 (AFL-CIO/CLC)	160	1,760	1,760	May 15	Wages—
ELECTRICAL PRODUCTS								
	Leviton Manufacturing of Canada Ltd., Montreal, Que.		Steelworkers Loc. 15 510 (AFL-CIO/CLC)	551	8,820	37,670	Feb. 14 May 26	Wages— Return of workers when agreement reached—
	I.T.T. Wire & Cable, St-Jérôme, Que.		I.U.E. Loc. 589 (AFL-CIO/CLC)	110	2,310	2,310	Apr. 27	Not reported—
	Wabco Ltd., (Westinghouse) Air Brake Div. Hamilton, Ont.		U.E. Loc. 558 (CLC)	300	1,200	1,200	May 22 May 28	Wages— Return of workers
	GTE Automatic Electric (Canada) Ltd., Brockville, Ont.		I.U.E. Loc. 526 (AFL-CIO/CLC)	1,144	5,720	5,720	May 26	Wages, fringe benefits, union jurisdiction, other contract issues—
	Westinghouse Canada Ltd., Appliance Div., Hamilton, Ont.		U.E. Loc. 504 (CLC)	2,000	4,000	4,000	May 9 May 13	Slowness of contract negotiations— Return of workers—
NON-METALLIC MINERAL PRODUCTS								
	Consumers Glass Co. Ltd., Lavington, B.C.		Glass & Ceramic Wkrs. Loc. 257 (AFL-CIO/CLC)	340	4,610	26,910	Jan. 30 May 20	Wages, fringe benefits, grievances— Terminated by mutual agreement—
	Dominion Glass Co. Ltd., Montreal, Que.		Glass & Ceramic Wkrs. Loc. 206 (AFL-CIO/CLC)	891	3,560	3,560	May 18 May 22	Not reported— Not reported—
CHEMICAL PRODUCTS								
	Cyanamid of Canada, Saint-Jean, Que.		Chemical Wkrs. Loc. 449 (AFL-CIO/CLC)	254	5,330	23,370	Jan. 21	Wages—
	Electric Reduction Co. of Canada, Long Harbour, Nfld.		Steelworkers Loc. 7428 (AFL-CIO/CLC)	387	2,320	2,320	May 23	Wages, safety conditions—
MISCELLANEOUS MFD.								
	Coleco (Canada) Ltd., Montreal, Que.		Steelworkers Loc. 7895 (AFL-CIO/CLC)	300	6,300	13,240	Apr. 16	Dismissal of some workers—
	A.G. Spalding of Canada Ltd., Brantford, Ont.		Woodworkers Loc. 2-233 (AFL-CIO/CLC)	203	610	610	May 7 May 12	Wages— Terminated by mutual agreement—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				May	Accumulated	Termination Date	
Location							Result
Construction							
Mechanical Contractors Ass'n of N.B., Fredericton, N.B.	Loc. 772 (AFL-CIO/CLC)					May 16	other contract issues— Terminated by mutual agreement—
Petrosar Ltd., Sarnia, Ont.	Plumbers Loc. 488 (AFL-CIO/CLC)	800	3,200	3,200		May 9 May 15	Jurisdiction dispute between unions— Not reported—
Labour Relations Council of Winnipeg Builders Exchange, Winnipeg, Manitoba.	Sheet Metal Wkrs Loc. 511 (AFL-CIO/CLC)	450	9,450	9,450		May 1	Wages—
Labour Relations Council of Winnipeg Builders Exchange, Winnipeg, Man.	Carpenters Loc. 343 (AFL-CIO/CLC)	1,000	21,000	21,000		May 1	Wages, other contract issues—
Labour Relations Council of Winnipeg Builders Exchange, Winnipeg, Manitoba.	Asbestos Wkrs. (AFL-CIO/CLC)	100	1,600	1,600		May 8	Not reported—
Electrical Const. Ass'n. (Building Contractors) Hamilton area, Ont.	I.B.E.W. Loc. 105 (AFL-CIO/CLC)	880	8,820	8,820		May 17	Wages, length of contract—
Various Employers (Const.), Various Locations, Que.	Various Unions & Loc's (QFL)	*	*	*		May 8 May 19	Protesting Cliche Report and legislation— Return of workers—
Lakehead Sheet Metal, Contractors Ass'n Thunder Bay, Ont.	Sheet Metal Wkrs. Loc. 397 (AFL-CIO/CLC)	250	2,250	2,250		May 20	Wages, fringe benefits—
Mechanical Contractors Ass'n., Thunder Bay, Ont.	Plumbers Loc. 628 (AFL-CIO/CLC)	300	2,700	2,700		May 20	Wages, fringe benefits, jurisdiction—
Const. Ass'n of Thunder Bay, Thunder Bay, Ont.	Carpenters Loc. 1669 (AFL-CIO/CLC)	296	1,480	1,480		May 26	Wages—
Mechanical Contractors Ass'n of Toronto, Toronto, Ont.	Plumbers Loc. 46 (AFL-CIO/CLC)	2,100	10,500	10,500		May 26	Wages, fringe benefits—
Nfld. Const. Labour Relations Ass'n., Various Locations, Nfld.	Bricklayers Loc. 1 (AFL-CIO/CLC)	350	3,150	3,150		May 20	Wages—
Stephens Const. and 9 other sites, Sydney, N.S.	Painters Loc. 1945 (AFL-CIO/CLC)	161	830	830		May 26	Wages, other contract issues—
Electric Power Syst. Const. Ass'n, Douglas Point, Ont.	Painters (AFL-CIO/CLC)	230	460	460		May 14 May 16	Protesting implementation of province wide agreement— Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1975 (PRELIMINARY) (CONT'D)

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, 1980-1989						
Industry			Duration in Man-days		Starting Date	Major Issues
Employer		Workers Involved	May	Accu- mulated	Termination Date	Result
Location	Union					
Electric Power Syst., Const. Ass'n., Douglas Point, Ont.	Labourers Loc. 1059 (AFL-CIO/CLC)	386	390	390	May 1 May 2	Protesting not having a vote on contract— Not reported—
Electric Power Syst., Const. Ass'n., Douglas Point, Ont.	Carpenters Loc. 2222 (AFL-CIO/CLC)	400	800	800	May 13 May 15	Protesting implementation of province wide agreement— Not reported—
Electric Power Syst., Const. Ass'n., Pickering, Ont.	Carpenters (AFL-CIO/CLC)	150	750	750	May 6 May 13	Protesting hiring lathers instead of carpenters— Back-to-work order by O.L.R.B.—
Construction Labour Relations, Vancouver, B.C.	Carpenters Loc. 1928 Woodworkers Loc. 1-217 (AFL-CIO/CLC)	213	4,470	7,030	Apr. 15	Not reported—

Transportation & Utilities

TRANSPORTATION

Algoma Central Railway, Sault Ste-Marie, Ont.	Railway Carmen Machinists & Boilermakers, Various Locs. (AFL-CIO/CLC)	220	6,750	12,380	Mar. 29	Not reported—
Transair Ltd., (Winn. International Airport) Winnipeg, Manitoba	Machinists Loc. 2223 (AFL-CIO/CLC)	315	6,980	19,360	Mar. 7	Breakdown in contract talks—
Transport D'Anjou Inc., Rivière du Loup, Que.	Teamsters (Ind)	163	3,490	3,490	May 2	Wages, fringe benefits—
Maritime Employers Association, Montreal, Trois-Rivières and Quebec City, Que.	ILA, Locs. 1739, 1846 (AFL-CIO/CLC)	2,400	19,200	73,200	Mar. 31 May 13	Wages— Return of workers after back-to-work order issued—
Maritime Employers Ass'n, Montreal, Que., Que.	ILA Locs. 1657, 1605 Checkers (AFL-CIO/CLC)	320	2,560	5,760	Apr. 17 May 13	Rejection of conciliation report— Return of workers after back-to-work order issued—
Maritime Employers Ass'n, Montreal, Que.	ILA Loc. 375 (AFL-CIO/CLC)	900	900	900	May 30	Dispute over legislated settlement—

COMMUNICATIONS

Post Office Dept., Various locations in Canada	Letters Carriers Various Locs. (CLC)	1,838	2,490	20,010	Apr. 14 May 27	Protesting slow negotiations on wages— Return of workers—
Post Office Dept., Various locations in Canada.	Postal Wkrs. Various Locs. (CLC)	2,066	7,170	7,170	May 15 May 30	Protesting hiring casuals in Montreal— Return of workers—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				May	Accumulated	Termination Date	
	Location						Result
	Telemetropole Inc. (CFTM), Montreal, Que.	Public Employees (CLC)	320	4,460	4,460	May 12	Wages—
POWER, GAS, WATER							
	Toronto Hydro, Toronto, Ont.	Public Employees (Outside) Loc. 1 (CLC)	500	1,000	5,000	Apr. 21 May 5	Wages, fringe benefits— Terminated by mediation—
	Toronto, Hydro, Toronto, Ontario.	Public Employees (Inside) Loc. 1 (CLC)	500	1,000	5,000	Apr. 21 May 5	Wages, fringe benefits— Terminated by mediation—
Trade							
	Dominion Stores Ltd., Montreal, Que.	Office Employees Loc. 57 (AFL-CIO/CLC)	120	2,520	3,840	Apr. 16	Wages—
	Newfoundland Liquor Corp. Province wide, Nfld.	Nfld. Ass'n of Public Employees Loc. 7501 (CLC)	200	4,500	5,330	Apr. 25	Wages, job classification— Workers accepted wage offer—
	Miracle Mart, Hull, Que.	Retail Clerks Loc. 486 (AFL-CIO/CLC)	105	510	930	Apr. 28 May 9	Wages— Terminated by mutual agreement—
	Miracle Mart, Ottawa, Ont.	Retail Clerks Loc. 486 (AFL-CIO/CLC)	220	1,280	1,940	Apr. 28 May 9	Wages— Terminated by mutual agreement—
FINANCE							
INSURANCE & REAL ESTATE							
	Les Prévoyants du Canada, Montreal, Que.	Commerce Fed'n (CNTU)	190	3,990	3,990	Apr. 22	Wages—
	Les Artisans Coop., d'assurance-vie, Montreal, Que.	Commerce Fed'n (CNTU)	175	3,675	3,675	Apr. 22	Not reported
	Insurance Corp. of B.C., Province wide, B.C.	Office Employees (AFL-CIO/CLC)	1,989	17,900	17,900	May 20	Not reported—
SERVICE							
EDUCATION							
	University of Manitoba, Fort Garry, Manitoba	The Ass'n of Employees Supporting Education Services	1,000	8,640	42,240	Mar. 20 May 12	Wages— Terminated by mutual agreement—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				May	Accumulated	Termination Date	
Location							Result
Université du Québec, Trois-Rivières, Qué.	Fed'n of Que. Teachers (CNTU)		230	4,830	9,890	Apr. 1	Wages, other matters—
Simon Fraser Univ., Vancouver, B.C.	Ass'n of Univ. & College Emp. Loc. 2 (Ind)		500	2,500	3,500	Apr. 29 May 8	Wages— Not reported—
Roman Catholic Separate School District 13, Regina, Sask.	Regina Cath. School Teachers Ass'n		389	3,830	3,830	May 7 May 30	Protesting lack of agreement— Return of workers—
HEALTH & WELFARE							
Norwood Auxiliary Hosp., Dr. A. McGregor Nursing Home, Edmonton, Alta.	Public Employees Loc. 1158 (CLC)		300	6,300	40,710	Nov. 19/74	Wage increase to non-union workers—
Misericordia Hospital, Edmonton, Alta.	Service Employees Loc. 323A (AFL-CIO/CLC)		400	8,290	11,090	Apr. 22 May 30	Mgmt rights clause, job reclassification— Terminated by mutual agreement—
Queen Elizabeth Hosp., Montreal, Que.	Social Affairs Fed'n (CNTU)		250	5,540	5,540	May 1	Dispute over overtime pay—
Health & Welfare Canada (federal nurses), Various locations, Can.	P.I.P.S.C. (Ind.)		100	1,500	1,500	May 6 May 27	Wages, term of contract— Return of workers—
BUSINESS							
Brinks Canada Ltd., Montreal, Que.	Teamsters Loc. 931 (Ind)		180	1,080	1,080	May 23	Working conditions, wages, fringe benefits—
ACCOMMODATION & FOOD							
33 Hotels, Various locations, Manitoba.	Hotel Employees Loc. 206 (AFL-CIO/CLC)		400	2,570	2,570	May 23	Wages, equal pay for women—
PUBLIC ADMINISTRATION							
PROVINCIAL ADMINISTRATION							
Centre Saint Vallier, Montreal, Que.	Social Affairs Fed'n (CNTU)		120	2,140	2,140	May 5 May 30	Working conditions, security, consultation— Not reported—
Maison Notre-Dame, Laval, Que.	Social Affairs Fed'n (CNTU)		300	4,930	4,930	May 7 May 30	Working conditions, security, consultation— Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1975 (PRELIMINARY) (CONCL'D)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location	Union		May	Accu- mulated	Termination Date	Result
LOCAL ADMINISTRATION						
Municipal Employees, Coordinating Committee, Victoria, B.C.	Public Emps. Loc. 50 (CLC) Outside Wkrs.	280	560	19,320	Jan 27 May 5	Wages— Not reported—
Municipal Employees, Coordinating Committee, Victoria, B.C.	Public Emps. Loc. 511, 374 388 (CLC)	750	2,890	47,890	Feb. 5 May 5	COLA clause— Not reported—
Municipal Employee's Coordinating Committee, Greater Victoria, B.C.	Public Emps. Loc. 333, 374 (CLC)	108	470	6,630	Feb. 10 May 7	Wages, COLA clause— Not reported—
Surrey Municipality, Surrey, B.C.	Public Emps. Loc. 402 (CLC)	750	1,500	38,250	Feb. 24 May 5	Wages, COLA clause, grievances— Not reported—
Ville de Saint-Laurent, Saint-Laurent, Que.	Public Service Emps. (CNTU)	140	1,260	1,260	May 12 May 23	Support of negotiations— Not reported—
Wascana Centre Authority, Regina, Sask.	Sask. Gov't Emps. Ass'n (Ind)	175	350	350	May 16 May 21	Fringe benefits, COLA clause— Not reported—
Various Industries Various Employers, Various locations, Que.	Various Unions	50,000 **	50,000 **	50,000 **	May 21 May 22	Sympathy for Pratt & Whitney strikers— Return of workers—

* Figures not available at time of publication

**Estimated from various sources.

LABOUR STATISTICS

Principal Items	Date	Amount	Percentage Change from					
			Previous Month		Previous Year			
TOTAL CIVILIAN LABOUR FORCE*			(in thousands)					
Week ended July 19, 1975			10,479	+	1.3	+	3.3	
Employed	July 1975	9,826	+	2.0	+	1.6		
Agriculture	"	569	+	6.8	+	0.5		
Non-agriculture	"	9,257	+	1.7	+	1.6		
Paid workers	"	8,737	+	2.2	+	1.9		
At work 35 hours or more	"	6,596	-	13.3	+	1.1		
At work less than 35 hours	"	1,266	-	17.1	+	9.6		
Employed but not at work	"	1,964	+	292.8	-	1.5		
Unemployed	"	653	-	7.2	+	40.4		
Atlantic	"	77	+	2.7	+	20.3		
Québec	"	215	-	6.5	+	29.5		
Ontario	"	227	-	11.3	+	61.0		
Prairies	"	51	+	4.1	+	54.5		
British Columbia	"	83	-	11.7	+	36.1		
Without work and seeking work	"	622	-	6.6	+	38.5		
On temporary layoff up to 30 days	"	31	-	16.2	+	93.8		
INDUSTRIAL EMPLOYMENT (1961 = 100)†	April 1975	138.8	+	0.7	-	0.7		
Manufacturing employment (1961 = 100)†	"	125.4	-	0.1	-	5.9		
IMMIGRATION			First Quarter 1975	43,448	-	-	4.1	
Destined to the labour force			"	19,877	-	-	-	
STRIKES AND LOCKOUTS			June 1975	263	+	4.8	+	16.4
Strikes and lockouts			"	62,494	-	41.9	-	71.3
No. of workers involved			"	839,410	+	23.2	-	58.6
Duration in man days								
EARNINGS AND INCOME			April 1975	197.85	+	1.2	+	14.7
Average weekly earnings (ind. comp.)†			"	495	+	0.8	+	17.6
Average hourly earnings (mfg.)†			"	38.8	+	1.3	-	1.0
Average weekly hours paid (mfg.)†			July 1975	186.5	+	1.4	+	11.0
Consumer price index (1961 = 100)			April 1975	142.3	+	1.4	+	5.8
Index numbers of weekly wages in 1961 dollars (1961 = 100)† ..			June 1975	7,384.1	+	2.8	+	15.0
Total labour income (millions of dollars)†								
INDUSTRIAL PRODUCTION†			June 1975	208.4	+	0.1	-	6.2
Total (average 1961 = 100)			"	205.4	+	0.1	-	6.1
Manufacturing			"	234.4	-	0.5	-	7.3
Durables			"	182.4	+	0.8	-	4.8
Non-durables								
NEW RESIDENTIAL CONSTRUCTION**			June 1975	17,311	-	-	-	11
Starts			"	15,100	-	-	-	-
Completions			"	126,282	-	-	-	24
Under construction								

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-1975

Month or Year	Strikes and Lockouts in Existence During Month or Year				
	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Duration in Man-Days	Percentage of Estimated Working Time
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1974:					
June	121	226	217,420	2,025,650	1.24
July	130	236	107,848	1,021,110	0.55
August	120	241	73,157	858,910	0.47
September	95	229	67,085	718,070	0.45
October	95	210	63,418	686,480	0.39
November	95	203	77,474	481,580	0.30
December	31	130	25,478	317,110	0.20
*1975:					
January	107	183	44,341	433,110	0.25
February	61	153	37,459	370,830	0.24
March	65	162	46,403	491,230	0.31
April	92	202	45,671	588,224	0.34
May	103	251	107,628	680,950	0.38
June	93	263	62,494	839,410	0.48

* Preliminary.

STRIKES AND LOCKOUTS, JUNE, 1975, BY JURISDICTION (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	4	9	2,625	41,360
Prince Edward Island	-	-	-	-
Nova Scotia	18	22	3,520	23,460
New Brunswick	1	6	1,097	9,920
Québec	17	89	16,600	297,650
Ontario	32	79	17,797	239,550
Manitoba	2	11	2,483	36,930
Saskatchewan	3	9	903	13,990
Alberta	12	12	11,120	96,480
British Columbia	3	17	3,796	62,690
Federal	1	8	2,353	17,380
All jurisdictions	93	263	62,494	839,410

STRIKES AND LOCKOUTS, JUNE, 1975, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Agriculture	-	-	-	-
Forestry	-	1	250	5,250
Fishing & Trapping	-	-	-	-
Mines	3	17	6,375	131,040
Manufacturing	26	106	20,130	295,260
Construction	32	49	22,842	270,200
Transpn. & utilities	5	17	3,104	17,930
Trade	3	16	1,203	17,130
Finance	-	4	2,369	49,760
Service	14	37	5,029	41,120
Public administration	10	16	1,192	11,720
All industries	93	263	62,494	839,410

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1975 (PRELIMINARY)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					June	Accu- mulated	Termination Date	Result
Forestry								
	Société Forestière Domtar Ltée., Dolbeau, Qué.		Woodworkers Fed'n (Ind.)	250	5,250	29,000	Jan. 16	Sympathy strike—
Mines								
METAL MINES								
	Wabush Mines, Wabush, Nfld.		Steelworkers Loc. 6285 (AFL-CIO/CLC)	575	12,320	39,010	Mar. 28	Wages—
	Steep Rock Iron Mines Ltd., Caland Ore Co. Ltd., Atikokan, Ont.		Steelworkers Loc. 3466 (AFL-CIO/CLC)	820	17,570	25,180	May 18	Wages, fringe benefits—
NON-METAL								
	Aluminum Co. of Canada St-Lawrence, Nfld.		Fed'n of Metal Trades Unions (CNTU)	400	6,400	6,400	June 9	Not reported—
	Asbestos Corporation Ltd., Thetford Mines, Que.		Fed'n of Metal Trades Unions (CNTU)	1,956	41,080	142,790	Mar. 18	Wages, COLA clause, working conditions—
	Lake Asbestos of Quebec Ltd., Black Lake, Que.		Steelworkers Loc. 7649 (AFL-CIO/CLC)	525	11,030	38,340	Mar. 18	Wages, COLA clause, working conditions—
	Bell Asbestos Mines Ltd., Thetford Mines, Que.		Steelworkers Loc. 8026 & 7285 (AFL-CIO/CLC)	440	9,240	32,120	Mar. 18	Wages, COLA clause, working conditions—
	Carey Canadian Mines Ltd., East Broughton, Que.		Fed'n of Metal Trades Unions (CNTU)	370	7,770	27,010	Mar. 18	Wages, COLA clause, working conditions—
	National Asbestos Mines Ltd., Thetford Mines, Que.		Fed'n of Metal Trades Unions (CNTU)	170	3,570	12,410	Mar. 18	Wages, COLA clause, working conditions—
	Potash Company of America, Patience Lake, Saskatchewan.		Steelworkers Loc. 189	180	3,860	11,710	Apr. 1	Wages— Settled by mutual agreement—
	Duval Corp. of Canada, Saskatoon, Sask.		Steelworkers Loc. 7458	310	6,640	16,270	Apr. 18	Wages, job classification—
	Canadian Salt Co., Windsor, Ont.		Auto Workers Loc. 195 & 240 (CLC)	323	6,780	6,780	Apr. 28	Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			June	Accu- mulated	Termination Date	Result
Manufacturing							
FOOD AND BEVERAGES							
	Quebec Poultry Ltd., Quebec, Que.	Commerce Fed'n (CNTU)	360	7,560	26,640	Mar. 17	Master agreement—
	La Cie Quebec Poultry Ltée., St-Jean Baptiste de Rouville, Qué.	Commerce Fed'n (CNTU)	600	12,600	37,200	Apr. 3	Master agreement—
	Aliments Flamingo, St-Rosalie, Que.	Commerce Fed'n (CNTU)	125	2,630	7,760	Apr. 3	Master agreement—
	Abattoir Berthier Inc., Berthierville, Que.	Commerce Fed'n (CNTU)	207	4,350	12,840	Apr. 3	Master agreement—
	Molson Brewery B.C. Ltd. Vancouver, B.C.	Brewery Workers (300) (AFL-CIO/CLC)	165	3,470	4,680	May 20	Not reported—
	General Foods Ltd., Lasalle, Que.	Food & Allied Workers Loc. P-766 (AFL-CIO/CLC)	450	2,030	2,030	May 27	Wages, fringe benefits—
	B.C. Sugar Refinery Ltd. Vancouver, B.C.	Retail Wholesale Employees Loc. 517 (AFL-CIO/CLC)	250	4,250	4,250	June 6	Wages—
	Omstead Foods Ltd., Wheatley, Ont.	Teamsters Loc. 880 (Ind.)	420	3,780	3,780	June 17	Wages, fringe benefits, other contract issues—
	Weston Bakeries Ltd., Toronto, Ont.	Teamsters Loc. 467 (Ind.)	340	2,040	2,040	June 23	Wages, other contract issues—
LEATHER							
	Dependable Shoe Mfg., Co., Montreal, Que.	Food Workers Loc. L-102 (AFL-CIO/CLC)	136	2,860	4,360	May 15	Not reported—
TEXTILES							
	Wabasso Ltd., Trois-Rivières, Que.	United Textile Workers Loc. 322 (AFL-CIO/CLC)	1,000	21,430	38,570	May 8	Wages, fringe benefits—
FURNITURE & FIXTURES							
	Various Mattress Companies, Vancou- ver area, B.C.	Upholsterers Loc. 1 (AFL-CIO/CLC)	282	2,820	6,520	May 6 June 14	Wages, fringe benefits— Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			June	Accu- mulated	Termination Date	Result
PAPER							
	Sonoco Products Ltd., Terrebonne, Que.	Fed'n of Paper Workers (CNTU)	110	2,310	22,550	Sept. 9/74	Seniority, COLA adjustment—
	Rayonnier Québec (ITT), Port-Cartier, Que.	Canadian Paper Wkrs. Loc. 1125 (CLC)	225	4,730	27,460	Jan. 8	Suspension of some workers—
	Emballage Domtar Ltée., Montreal, Que.	Chemical Wkrs. Loc. 314 (AFL-CIO/CLC)	225	4,730	13,510	Apr. 7	COLA clause—
	Canadian Johns Manville Co. Ltd., North Bay, Ont.	Canadian Paperworkers Loc. 870 (CLC)	210	2,520	9,660	Apr. 14 June 18	Breakdown of negotiations— Settled by mutual agreement—
PRINTING AND PUBLISHING							
	Montreal Star, Montreal, Que.	Newspaper Guild Loc. (111) (AFL-CIO/CLC)	450	9,380	9,940	May 30	Wages, fringe benefits—
	Moore Business Forms, Winnipeg, Manitoba.	Printing and Graphic Loc. 537 (AFL-CIO/CLC)	112	900	3,360	Apr. 30 June 10	Wages—
	Twelve Printing Companies, Que., Que.	Syndicats Nat. d'imprimerie de Québec (CSN)	260	5,460	8,840	May 13	Not reported—
	Imprimerie Montreal-Magog Printing, Magog, Que.	Printing & Graphic Loc. 41 (AFL-CIO/CLC)	152	3,190	6,380	Apr. 21	Not reported—
PRIMARY METAL							
	Union Carbide, Beauharnois, Que.	Steelworkers Loc. 5987 (AFL-CIO/CLC)	450	9,640	52,150	Jan. 19	Working conditions, interpretation of contract—
	Holmes Foundry Ltd., Point Edward, Ont.	Auto workers Loc. 456 (CLC)	490	2,940	21,810	Apr. 7 June 9	Not reported— Not reported—
	Maritime Steel & Foundries Ltd., New Glasgow, N.S.	Steelworkers Loc. 3172 (AFL-CIO/CLC)	130	130	130	June 20 June 23	Interpretation of contract— Not reported—
	Fittings Ltd., Oshawa, Ont.	Steelworkers Loc. (AFL-CIO/CLC)	700	700	700	June 27 June 28	Suspension of 45 workers— Return of workers—
	Emco Limited, London, Ontario	Steelworkers Loc. 2699 (AFL-CIO/CLC)	265	5,570	12,470	Apr. 24	Wages, fringe benefits—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location	Union		June	Accu- mulated	Termination Date	Result
	Enamel & Heating Products Ltd., Amherst, N.S.	Steelworkers Loc. 2231 (AFL-CIO/CLC)	100	1,000	1,000 May 26 June 16	Working conditions— Not reported—
METAL FABRICATING						
	Quebec Wires, Trois-Rivières, Que.	Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	2,630	17,010 Dec. 16/74	Employees locked-out; wages for females—
	A.C. Wickman Ltd., Toronto, Ont.	U.E. Loc. 112 (CLC)	112	560	6,270 Mar. 19 June 9	Wages— Settled by mutual agreement—
	Canada Forgings Ltd., Welland, Ont.	Auto Workers Loc. 275 (CLC)	230	690	5,060 May 5 June 5	Wages— Not reported—
	Greening Donald Ltd., Hamilton, Ont.	Steelworkers Loc. 3325 (AFL-CIO/CLC)	160	3,360	4,160 May 26	Wages—
	International Hardware Co. of Canada Ltd., Belle- Belleville, Ont.	Moulders & Allied Workers Loc. 428 (AFL-CIO/CLC)	226	4,520	4,520 June 2	Wages—
	John T. Hepburn, Toronto, Ont.	Steelworkers Loc. 3335 (AFL-CIO/CLC)	279	2,510	2,510 June 16 June 27	Wages, fringe benefits— Not reported—
	Robb Engineering Works Ltd., Amherst, N.S.	Steelworkers Loc. 4122 (AFL-CIO/CLC)	170	170	170 June 28	Wages, other contract issues—
	The Pedlar People Ltd., Oshawa, Ont.	Steelworkers Loc. 2784 (AFL-CIO/CLC)	155	160	160 June 30	COLA clause, wages—
MACHINERY						
	Farr Company Ltd., Ville de Laval, (Mtl). Que.	CNTU	100	2,100	5,500 Apr. 14	Not reported—
	National Cash Register, Etobicoke, Ont.	Graphic Arts Loc. 28B (AFL-CIO/CLC)	121	2,540	7,740 Apr. 1	Wages, fringe benefits—
TRANSPORTATION EQUIP.						
	Pratt & Whitney of Can. Ltd., (United Aircraft) Longueuil, Que.	Auto Workers Loc. 510 (CLC)	900	18,900	701,700 Jan. 7/74	Union security, wages, COLA clause—
	Bendix Home Systems Ltd., Penticton and Oliver, B.C.	Carpenters Loc. 2511 (AFL-CIO/CLC)	205	620	1,810 Apr. 28 June 5	Wages— Return of workers—
	AFC Canada Ltd., (Carburator Divi- sion), Bramalea, Ont.	Machinists Loc. 2243 (AFL-CIO/CLC)	160	2,400	4,160 May 15 June 23	Wages— Return of workers—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1975 (PRELIMINARY) (CONT'D)

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, 1967-1976 (continued)					1977		
Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location				June	Accu- mulated	Termination Date	
Dept. of National Defence, Halifax, N.S. & Esquimalt, B.C.	Dockyards Trades & Labour Council (CLC)	200	4,200	4,800	May 28	Wages— Not reported—	
Hawker Siddeley Can. Ltd. Thunder Bay, Ont.	Auto Workers Loc. 1075 (CLC)	533	10,930	10,930	June 2	Wages, fringe benefits—	
Hawker Siddeley Can. Ltd. Trenton, N.S.	Steelworkers Loc. 1231 (AFL-CIO/CLC)	100	100	100	June 12 June 13	Incentive rates— Not reported—	
Saint John Ship-building & Dry dock, Saint John, N.B.	Marine Workers Loc. 3 (CLC)	823	4,120	4,120	June 3 June 10	Protesting poor ambulance service—	
Fergusson Industries Ltd., Pictou, N.S.	Steelworkers Loc. 4702 (CLC)	350	2,100	2,100	June 23	Wages, fringe benefits—	
ELECTRICAL PRODUCTS							
I.T.T. Wire & Cable St-Jérôme, Que.	I.U.E. Loc. 589 (AFL-CIO/CLC)	110	2,310	4,620	Apr. 27	Wages— Workers accepted Co. offer—	
GTE Automatic Electrical (Canada) Ltd., Brockville, Ont.	I.U.E. Loc. 526 (AFL-CIO/CLC)	1,144	24,020	29,740	May 26	Wages, fringe benefits, union jurisdiction, other contract issues—	
NON-METALLIC MINERAL PRODUCTS							
Schokbeton Quebec Inc., St-Eustache, Que.	Steelworkers Loc. 15398 (AFL-CIO/CLC)	932	1,860	1,860	June 16 June 18	Wages— Settled by mutual agreement—	
CHEMICAL PRODUCTS							
Cyanamid of Canada, Saint-Jean, Que.	Chemical Wkrs. Loc. 449 (AFL-CIO/CLC)	254	250	26,620	Jan. 21 June 3	Wages—	
Electric Reduction Co. of Canada, Long Harbour, Nfld.	Steelworkers Loc. 7428 (AFL-CIO/CLC)	387	8,130	10,450	May 23	Wages, safety conditions—	
MISCELLANEOUS MFG.							
Coleco (Canada) Ltd., Montreal, Que.	Steelworkers Loc. 7895 (AFL-CIO/CLC)	300	6,300	19,540	Apr. 16	Dismissal of some workers—	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
			June	Accumulated	Termination Date	
Location	Union					Result
Construction						
Labour Relations Council of Winnipeg Builders Exchange, Winnipeg, Manitoba	Sheet Metal Wkrs. Loc. 511 (AFL-CIO/CLC)	450	9,450	18,900	May 1	Wages—
Labour Relations Council of Winnipeg Builders Exchange, Winnipeg, Manitoba	Carpenters Loc. 343 (AFL-CIO/CLC)	1,000	21,000	42,000	May 1	Wages, other contract issues—
Labour Relations Council of Winnipeg Builders Exchange, Winnipeg, Manitoba	Asbestos Wkrs. (AFL-CIO/CLC)	100	2,100	3,700	May 8	Wages, fringe benefits—
Electrical Const. Ass'n, (Building Contractors) Hamilton area, Ont.	I.B.E.W. Loc. 105 (AFL-CIO/CLC)	980	8,820	17,640	May 17	Wages, length of contract—
Lakehead Sheet Metal, Contractors Ass'n., Thunder Bay, Ont.	Sheet Metal Wkrs. Loc. 397 (AFL-CIO/CLC)	250	5,250	7,500	May 20	Wages, fringe benefits—
Mechanical Contractors Ass'n., Thunder Bay, Ont.	Plumbers Loc. 628 (AFL-CIO/CLC)	300	6,300	9,000	May 20	Wages, fringe benefits, jurisdiction—
Const. Ass'n., of Thunder Bay, Ont.	Carpenters Loc. 1669 (AFL-CIO/CLC)	562	11,800	14,610	May 26	Wages—
Mechanical Contractors Ass'n of Toronto, Toronto, Ont.	Plumbers Loc. 46 (AFL-CIO/CLC)	2,100	44,100	54,600	May 26	Wages, fringe benefits—
Nfld. Const. Labour Relations Ass'n., Various locations, Nfld.	Bricklayers Loc. 1 (AFL-CIO/CLC)	350	1,870	5,020	May 20 June 9	Wages— Not reported—
Stephens Const. and 9 other sites, Sydney, N.S.	Painters Loc. 1945 (AFL-CIO/CLC)	161	3,381	4,211	May 26	Wages, other contract issues—
Electrical Contractors Ass'n of Alta., Various locations, Alta.	I.B.E.W. Loc. 424 (AFL-CIO/CLC)	1,600	8,000	8,000	June 2 June 9	Retroactive date of new contract, apprenticeship ratio— Not reported—
Sarnia Const. Ass'n., Sarnia, Ont.	Labourers Loc. 1089 (AFL-CIO/CLC)	800	16,800	16,800	June 2	Wages—
Atlantic Insulations Ltd., Glace Bay, N.S.	Asbestos Wkrs. Loc. 116 (AFL-CIO/CLC)	125	200	200	June 3 June 5	Not reported— Not reported—
Mechanical Contractors Ass'n of Alta., Various locations, Alta.	Plumbers Loc. 488 (AFL-CIO/CLC)	2,000	40,000	40,000	June 3	Wages, other contract issues—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			June	Accu- mulated	Termination Date	Result
	Canadian Kellogg Co. Ltd., Medicine Hat, Alta.	Plumbers Loc. 496 (AFL-CIO/CLC)	130	2,340	2,340	June 5	Want supervisors from own local, other issues—
	Sault Ste-Marie Const., Ass'n., Sault Ste-Marie, Ont.	Carpenters Loc. 446 (AFL-CIO/CLC)	350	5,250	5,250	June 10	Wages—
	Alta. Const. Labour Relations Ass'n., Edmonton, Alta.	Painters Loc. 1016 (AFL-CIO/CLC)	300	4,200	4,200	June 11	Wages—
	N.S. Const. Management Labour Bureau, Cape Breton, N.S.	Labourers Loc. 1115 (AFL-CIO/CLC)	120	1,560	1,560	June 12	In support of contract demands—
	Electrical Power Systems Const. Ass'n., Douglas Point, Ont.	Carpenters Loc. 2222 (AFL-CIO/CLC)	170	170	170	June 12 June 13	Protesting implementation of province wide agmt.—
	Dillingham Corp., Pend O'reille River, B.C.	Teamsters Loc. 231 (Ind.)	150	300	300	June 12 June 16	Protesting road conditions— Return of workers—
	Canadian Bechtel Ltd., Fort McMurray, Alta.	Operating Engineers Loc 955 Labourers Loc. 92 (AFL-CIO/CLC)	1,300	1,300	1,300	June 13 June 16	Wages— Return of workers, no Settlement—
	Greater Windsor Homebuilders Ass'n., Windsor, Ont.	Carpenters Loc. 494 (AFL-CIO/CLC)	400	4,400	4,400	June 16	Wages— Return of workers following contract agreement—
	Alta. Const. Labour Relations Ass'n., Calgary, Alta.	Labourers Loc. 1111 (AFL-CIO/CLC)	1,000	11,000	11,000	June 16	Wages, fringe benefits— Settled by mutual agreement—
	Nfld. Const. Labour Relations Ass'n., Province wide, Nfld.	Plumbers (AFL-CIO/CLC)	1,000	10,000	10,000	June 17	Not reported—
	Architectural Glass & Metal Contractors Ass'n., Willowdale, Ont.	Painters Loc. 1819 (AFL-CIO/CLC)	275	2,750	2,750	June 17	Wages, fringe benefits—
	Grand Valley Const. Ass'n., Cambridge, Ont.	Painters Loc. 1824 (AFL-CIO/CLC)	125	1,000	1,000	June 19	Wages— Return of workers by mutual agreement—
	Alta. Const. Labour Relations Ass'n., Edmonton, Alta.	Asbestos Wkrs. Loc. 110 (AFL-CIO/CLC)	200	1,600	1,600	June 19	Wages, fringe benefits—
	12 Construction Cos., Kitchener, Guelph, Galt, Ont.	Sheet Metal Wkrs. Loc. 562 (AFL-CIO/CLC)	160	1,280	1,280	June 19 June 28	Wages— Settled by mutual agreement—
	Metro Toronto Apt Builders Ass'n., Willowdale, Ont.	Labourers Loc. 183 (AFL-CIO/CLC)	120	480	480	June 20 June 26	Wages, fringe benefits— Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location	Union		June	Accu- mulated	Termination Date	Result
Alta. Const. Labour Relations Ass'n., Northern Alta.	I.B.E.W. Loc. 424 (AFL-CIO/CLC)	1,600	11,200	11,200	June 20	Not reported—
Mechanical Contractors Ass'n of Alta., Calgary, Alta.	Plumbers Loc. 496 (AFL-CIO/CLC)	1,000	6,000	6,000	June 21	Wages, fringe benefits—
Various Contractors, Niagara Peninsula, Ont.	I.B.E.W. Loc. 303 (AFL-CIO/CLC)	365	2,190	2,190	June 23	Wages, fringe benefits— Return of workers—
Labour Relations Council of Winnipeg Builders Exchange, Winnipeg, Manitoba	Operating Engineers Loc. 901 (AFL-CIO/CLC)	105	600	600	June 23 June 27	Wages— Terminated by conciliation—
Windsor Const. Ass'n., Windsor, Ont.	Labourers Loc. 625 (AFL-CIO/CLC)	850	5,100	5,100	June 23 June 27	Not reported— Settled by mutual agreement—
Sarnia Const. Ass'n., Sarnia, Ont.	Plumbers Loc. 663 (AFL-CIO/CLC)	800	2,400	2,400	June 26	Wages, length of contract—
Nfld. Labour Relations Ass'n., Churchill Falls, Nfld.	I.B.E.W. Loc. 2351 (AFL-CIO/CLC)	110	330	330	June 26	Protesting suspension of 11 workers, safety—
Const. Labour Relations, Vancouver, B.C.	Carpenters Loc. 1928 Woodworkers Loc. 1-217 (AFL-CIO/CLC)	213	4,470	11,500	Apr. 15	Not reported—

Transportation & Utilities

TRANSPORTATION

Algoma Central Railway, Sault Ste-Marie, Ont.	Railway Carmen Machinists & Boilermakers, Various locs. (AFL-CIO/CLC)	220	800	10,560	Mar. 29 June 6	Not reported—
Transair Ltd., (Winn. International Airport Winnipeg, Manitoba)	Machinists Loc. 2223 (AFL-CIO/CLC)	315	610	19,970	Mar. 7 June 3	Breakdown in contract talks— Not reported—
Transport d'Anjou Inc., Rivière du Loup, Que.	Teamsters (Ind.)	163	1,750	5,240	May 2 June 16	Wages, fringe benefits— Return of workers—
Maritime Employers Ass'n, Montreal, Que.	ILA Loc. 375 (AFL-CIO/CLC)	900	1,800	2,700	May 30 June 4	Dispute over legislated settlement— Return of workers—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				June	Accu- mulated	Termination Date	Result
COMMUNICATIONS							
Télémetropole Inc. (CFTM), Montreal, Que.	Public Employees (CLC)		320	6,860	11,320	May 12	Wages—
Canadian Broad- casting Corp. Toronto, Ont.	Newspaper Guild Loc. 213 (AFL-CIO/CLC)		315	320	320	June 6 June 6	Protesting use of anouncer as news reporter— Return of Workers—
Office de Radio- Télé-diffusion du Québec, Montréal, Qué.	N.A.B.E.T. Loc. 64 (CLC) Fedn des communications (CNTU)		485	2,430	2,430	June 20 June 25	Protesting lack of parking— Not reported—
N.S. Power Corp., Glace Bay, N.S.	C.B.R.T. Loc. 507 (CLC)		103	520	520	June 2 June 9	Wages, safety, working conditions— Return of workers—
Trade							
Newfoundland Liquor Corp. Province wide, Nfld.	Nfld. Ass'n of Public Employees Loc. 7501 (CLC)		200	3,300	8,630	Apr. 25 June 25	Wages, job classification— Workers accepted wage offer—
Zeller's Ltd., Chicoutimi, Que.	Commerce Fed'n (CNTU)		132	2,750	3,450	May 16	Wages, fringe benefits—
Canada Safeway, Dominion Stores, Economart, Thunder Bay, Ont.	Retail Clerks Loc. 409 (AFL-CIO/CLC)		416	3,120	3,120	June 20	Wages, fringe benefits—
FINANCE							
INSURANCE & REAL ESTATE							
Les Prévoyants du Canada, Montreal, Que.	Commerce Fed'n (CNTU)		190	3,990	7,980	Apr. 22	Wages—
Les Artisans Coop. d'assurance-vie, Montreal, Que.	Commerce Fed'n (CNTU)		175	3,680	7,355	Apr. 22 June 13	Not reported— Not reported—
Insurance Corp. of B.C. Province wide, B.C.	Office Employees (AFL-CIO/CLC)		1,989	41,770	59,670	May 20	Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1975 (PRELIMINARY) (CONT'D)

Industry			Duration in Man-days		Starting Date	Major Issues
Employer		Workers Involved	June	Accu- mulated	Termination Date	Result
Location	Union					
Service						
HEALTH & WELFARE						
Dalhousie Univ. Medical School, Various locations, N.S.	Interns & Residents Ass'n	533	530	530	June 6 June 7	Protesting gov't refusal to ratify contract— Return of workers—
Memorial Univ. St- John's, Nfld.	CUPE (CLC)	200	100	100	June 9 June 9	Supporting Nfld. Liquor commission employees— Return of workers—
Foothills Hospital, Calgary, Alta.	Civil Service Ass'n of Alta. Loc. 45 (CLC)	220	1,260	1,260	June 10 June 18	Job reclassification, transfer to jurisdiction of Alta. Labour Act— Return of workers—
Queen Elizabeth Hosp., Montreal, Que.	Social Affairs Fed'n (CNTU)	250	5,360	10,900	May 1	Dispute over overtime pay—
Various N.S. Hosp. (12) Various loca- tions, N.S.	Nurses Staff Ass'n of N.S.	1,000	7,320	7,320	June 12 June 25	Wages, fringe benefits, other matters— Nurses voted to return—
Univ. of Alta. Hosp., Edmonton, Alta.	Civil Service Ass'n of Alta. (CLC)	800	2,290	2,290	June 13 June 17	Size of negotiating parties—
Flin Flon General Hospital, Flin Flon, Manitoba	Retail Clerks Loc. 832 (AFL-CIO/CLC)	130	840	840	June 20	Wages, other contract issues—
BUSINESS						
Brinks Canada Ltd., Montreal, Que.	Teamsters Loc. 931 (Ind)	180	3,780	4,860	May 23	Working conditions, wages, fringe benefits—
ACCOMMODATION & FOOD						
33 Hotels, Various locations, Manitoba.	Hotel Employees Loc. 206 (AFL-CIO/CLC)	400	860	3,430	May 23	Wages, equal pay for women—
Ace Catering Ltd., Medicine Hat, Alta.	Various unions	500	500	500	June 6 June 9	Wages, understaffing— Return of most workers—
Bayshore Inn, Vancouver, B.C.	Hotel & Restaurant Employees Loc. 16 (AFL-CIO/CLC)	350	1,500	1,500	June 22 June 28	Wages, fringe benefits— Return of workers pending ratification—
Personal Service						
La Buanderie Lévis Ltée., Québec, Que.	Service Empls. Loc. 298 (AFL-CIO/CLC)	100	100	100	June 13 June 13	Not reported— Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1975 (PRELIMINARY) (CONCL'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				June	Accu- mulated	Termination Date	
Location							Result
Public Administration							
PROVINCIAL ADMINISTRATION							
Centre Berthelet, Montreal, Que.	Social Affairs Fed'n (CNTU)		225	1,770	1,770	June 20	Protesting firing union president—
LOCAL ADMINISTRATION							
City of Sydney, Sydney, N.S.	C.U.P.E. Loc. 759 (CLC)		120	180	180	June 4 June 6	Support for suspended employee— Return of workers—
Corp. of Town of Timmons, Timmons, Ont.	C.U.P.E. Loc. 210 (Outside Wkrs.) (CLC)		175	1,600	1,600	June 9 June 20	Sympathy for inside workers— Return of workers—
City of Regina, Regina, Sask.	Amalgamated Transit Union (AFL-CIO/CLC)		188	190	190	June 13 June 14	Grievances— Not reported—

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

ECONOMICS AND RESEARCH BRANCH

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1973.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price 75 cents. Cat. No. L2-1/1972.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1974. (Bilingual). Price \$2.50. Cat. No. L2-15/1974.

Measuring the Quality of Working Life. Proceedings of a symposium on social indicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H. Portugal. Price \$4.00. Cat. No. L41-13/1974.

Productivity, Costs and Prices. An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

WOMEN'S BUREAU

Women's Bureau '69. Papers dealing with the new role of women; discriminatory practices in connection with the recruitment of highly qualified women; and a consideration of the economic value of unpaid domestic services. (Bilingual). Free.

Women's Bureau '70. Papers dealing with discriminatory provisions in legislation and discriminatory practices in conditions of employment; discriminatory practices in academic appointments of women in Canadian universities; and a consideration of the status of the housewife with reference to the labour force. (Bilingual). Free.

Women's Bureau '71. Papers dealing with statistical data on working women; need for perseverance in rectifying injustices affecting working women; actions taken as a result of the Report of the Royal Commission on the Status of Women; and two international agencies with which the Women's Bureau is closely associated (Bilingual). Free.

Women's Bureau '72. Papers dealing with union responsibility for equal opportunity for women; occupational segregation in the health professions; past setbacks in achieving equality; the double jeopardy of socially disadvantaged women. And two communications with the press. (Bilingual). Free.

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada: a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States; the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

Conventions and Laws Relating To Working Women (Bilingual). Free.

LEGISLATIVE RESEARCH BRANCH

Labour Relations Legislation in Canada. A comparative study of the federal and provincial Labour Relations Acts in Canada as they existed at the end of 1968. (A separate reprint is available free on request). Price \$3.50. Cat. No. L34-2069.

Labour Standards in Canada. Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

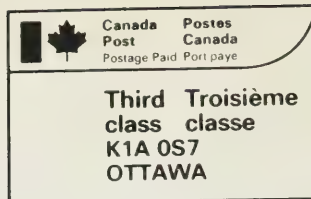
ACCIDENT PREVENTION AND COMPENSATION BRANCH

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program: 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23 1974.

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THE LABOUR GAZETTE and LA GAZETTE DU TRAVAIL are published monthly by the Canada Department of Labour, Public Relations Branch.

CORRESPONDENCE — Address letters dealing with editorial matters to the Editor, The Labour Gazette, 340 Laurier Ave. W., Ottawa K1A 0J2.

SUBSCRIPTIONS — Canada: \$5 a year, single copies 60 cents; all other countries: \$7 a year, single copies 75 cents. Send remittance by cheque or post office money order, payable to the Receiver General of Canada, to Information Canada, Publishing Division, Ottawa K1A 0S9.

CHANGE OF ADDRESS — Send the new address, together with the previous address label, to Information Canada, Publishing Division, Ottawa K1A 0S9.

INDEXED IN: Canadian Periodical Index, Index to Canadian Legal Periodical Literature, Public Affairs Information Service Bulletin, and Work Related Abstracts.



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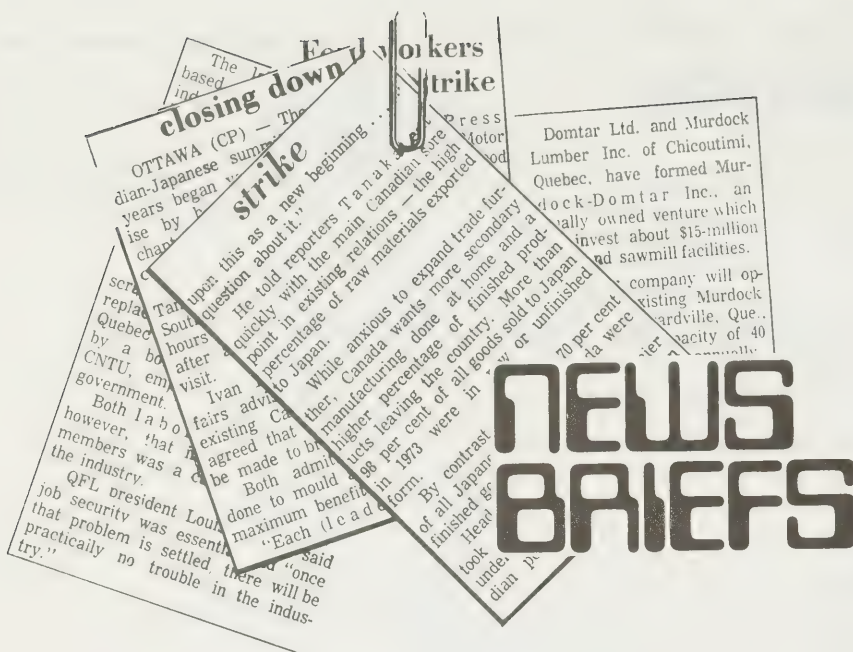
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Quebec's Common Front Criticized by Press

A sociology professor at Laval University says editorial writers of six major Quebec newspapers portrayed the 1972 Common Front strike by Quebec's provincial government employees as a revolutionary political movement rather than as a labour movement.

A research paper, by Claire Chamberland says the basic wage and contract demands of the Common Front were often ignored by editorial writers. Instead, the newspaper editorial pages stressed the unions' political motives, and condemned the violence that accompanied the Common Front strikes.

An 11-day strike in April closed schools, hospitals and government offices. In May there was an eight-day strike after three labour leaders were jailed for contempt of court.

Chamberland's 85-page paper analyses 140 editorials published between February and September 1972 in Quebec City's *Le Soleil* and in five Montreal papers—*La Presse*, *Montreal-Matin*, *The Montreal Star*, *The Gazette* and *Le Devoir*.

Chamberland concludes: "The newspapers saw themselves as defenders of the public good, the existing order, which they believed was threatened by the Common Front. They viewed the activity of the Common Front as revolutionary, and the social climate during the strike, as anarchical."

Letter Carriers' Election

Robert McGarry of Toronto was elected president of the Letter Carriers' Union of Canada at the union's convention at Niagara Falls. He succeeds Roger Decarie who

Industrial Accidents Increase in Quebec

The number of industrial accidents in Québec has increased by 23 per cent since 1973. A report in the *Montreal Gazette* gives several reasons—the expansion of high-risk industries such as construction and mining, the use of new chemicals in industry, production speed-ups, and the recent growth of some technological, high-risk industries.

"Fully one in five workers was at least temporarily off the job last year because of sickness or injury," says staff writer Gordon Barthos. "The number of serious accidents jumped 13 per cent in one year to almost 300,000, according to 1974 employer reports to the Québec Workmen's Compensation Board. The number of less serious accidents reported increased by 8 per cent to nearly 175,000."

But there were fewer deaths from on-

the-job injuries or illnesses last year: 261 compared with 308 in 1973.

Barthos also writes that accidents and illnesses drained \$1 billion from the provincial economy last year in 9.5 million lost man-days of production, and in compensation, medical and rehabilitation costs.

He quotes Jocelyne Everell, a safety adviser for the Confederation of National Trade Unions, as saying negligence causes most accidents and that "except for acts of God, most accidents can be prevented."

The report says Quebec still has no unified safety code: "Enforcement of accident prevention laws is divided among seven government departments, all of them understaffed."

Later, Barthos told a CBC radio interviewer he has no reason to believe the picture is any brighter in other provinces.

declined nomination for a fourth three-year term.

Others on the incoming executive: William Findlay, Toronto, executive vice-president; James Mayes, Vancouver, and Jacques Desjardins, Montreal, general vice-presidents; and Robert Hamilton, Vancouver, secretary-treasurer.

Problems of Shift-Work

A U.S. union official is pleading for more understanding of the problems of shift-work.

John Zaluski, director of research for collective bargaining for the Allied Industrial Workers of America, says one in four Americans employed in cities is on shift-work. He predicts the proportion will increase as more industries turn to continuous process and become more capital-intensive.

"Despite this great prevalence of shift-work schedules, there is little known about their effect on the human being—the worker—who must work these topsy-turvy schedules," he writes in *RWDSU Record*, the official journal of the Retail, Wholesale and Department Store Union.

Zaluski points out some obvious effects of shift work on employees' social life, including that they are less able to participate in political life or parent-child community functions, most of which are held during the evening. As a result "the shift-worker is thus unable to establish his or her parental role through these normally accepted means within the community."

The average worker gets 7.5 hours of sleep a night, while shift-workers average 6.5 hours, and those on a night shift only 5.5 hours, he adds. He says shift-work interferes with a person's normal 24-hour sleeping-waking period, and that rotating shifts

are particularly difficult for workers to adjust to.

"Studies strongly indicate a direct relationship between shift-work and physical health," Zaluski writes. Special consideration may be necessary for a relatively small number of workers "whose bodies simply cannot adjust to a changing sleep-work pattern .

"The economic and social need for shift-work in our complex society appears to be compelling," he observes. "The economic advantage is that capital investment in plant and equipment is utilized to its maximum.

"But the non-official costs of shift-work are personal, tending to reside with the individual shift-worker and his family. It is clear that there are sociological costs to the shift-worker and there is no clear-cut answer to the social problems of the shift-worker, but there is a need for a greater sensitivity and understanding of the problems these workers have."

Costs of Alcoholism

A federal government study in the U.S. estimates that alcohol misuse costs \$9.35 billion a year in lost production through absenteeism, wasted time on the job, inefficiency, faulty decision-making, accidents, and rehabilitation costs.

The labour-management committee of the National Council on Alcoholism has an even higher estimate, \$12.5 billion, and says there are nine million alcoholics in the U.S., five million of them employed—more than 4 per cent of the labour force.

Several companies are starting to treat alcoholics instead of firing them, but while alcoholism is increasing, many authorities feel there are still too few rehabilitation programs available.

Johns Hopkins University examined 500 contracts in force in 1972 containing clauses related to occupational safety and health covering 1,000 workers or more in industries with high accident or mortality rates. It found that only 29 contained specific language on alcoholism—19 contained clauses calling for discharge, 9 for disciplinary action other than mandatory discharge and one said only that alcoholic beverages were not permitted on the job. Not one contained language providing for medical treatment and care of alcoholic workers nor for insurance to cover the cost of such care.

More Joining Unions

Membership in unions and employee associations with headquarters in the United States rose by 4.8 per cent to 24.2 million between 1972 and 1974. Membership in unions alone rose by 700,000 and the U.S. Bureau of Labor Statistics says this is the highest two-year gain since 1966-68. The 3.4 per cent increase brought total union membership to 21.6 million

AFL-CIO Courses

The AFL-CIO Labor Studies Centre is offering 28 training courses for full-time officers, representatives, or staff members of unions. Most of the one- and two-week programs will be at the centre's 47-acre campus in Maryland, but some will be at state universities in Alabama, Colorado, Illinois, Michigan and California.

Topics include public speaking, writing, presiding, administration, media relations, budgeting, psychology, economics, corporate power, international affairs, women in the labour force, arbitration, negotiations,

organizing, pension plans, worker education, shop safety, and civil rights.

There is no tuition fee for the courses but class size in each is limited to 25, with no more than three from any one national or international union.

"Life" for Boyle

W. A. (Tony) Boyle, a former president of the United Mine Workers of America, has been sentenced to three consecutive life prison terms. He was sentenced September 11 in Media, Pa., after his conviction in the assassinations of a rival for the union leadership, Joseph Yablonski, and Yablonski's wife and daughter in their home in Clarksville, Pa., on New Year's Eve, 1969. Eight other people charged in the slayings either pleaded guilty or were convicted of first degree murder.

Boyle is to start serving the sentences in Dallas, Pa., after he completes a three-year federal sentence in Missouri for misuse of union funds.

Job Future Bleak For University Grads

A Canadian survey predicts bleak job prospects in the 1980s for many new university graduates with bachelor's degrees in engineering, chemistry, business and commerce.

In engineering, the survey predicts a shortage of new graduates until 1978, but from 1978 to 1985 available graduates will range from 2,900 to 3,300 a year while demand will fall to a 30-year low of 1,500 by 1984.

The supply of new graduates in chemistry is expected to be twice the demand during the next 10 years, and employers are likely to hire graduates

from honours courses in preference to the more numerous pass graduates.

Job prospects for business and commerce graduates are reasonably good until 1978, when a sharp decrease in demand is foreseen largely because of a declining birthrate growth and, consequently, a decline in consumer demand.

The study was commissioned by the Technical Service Council, a non-profit placement and personnel counselling firm run by industry, because, it said, research indicated that a high school graduate had no way of estimating the job prospects of different university programs. Similarly, employers could not plan new plants with assurance that qualified graduates would be available.

The council says a bachelor's degree is the qualification most in demand by industry, but that 40 per cent of graduates with bachelor's degrees do not enter the labour force soon after graduation. It adds: "Recent experience suggests that Master and PhD graduates in the courses studied will have trouble securing positions."

More Labour Education

At least three Canadian post-secondary institutions are showing a greater interest in labour education this year. McMaster University in Hamilton has launched a program of six 13-week courses leading to a certificate in labour studies, Capilano College in Vancouver is offering 15 courses in a labour studies program, which, its co-ordinator says, will have "a definite partisan labour approach", and Loyalist College of Applied Arts and Technology in Belleville, Ont., is launching a course on "History of the Trade Union Movement in Canada", as a beginning of a labour studies program at the college.

High schools in Hamilton also will

have more labour education available to their students, if they want it. The Hamilton and District Labour Council has made available a 20-member speakers' bureau, and in a brief to the board of education has asked that a labour education section be set up in each secondary school library.

Printers Sign 10-Year Pact

The Minneapolis Star and Tribune and the International Typographical Union have signed a 10-year collective agreement. It guarantees lifetime jobs to the dailies' present 389 printers, but gives management the absolute right to automate the composing room and to assign work as it sees fit.

The contract provides that manpower cuts may be made only through attrition, and it ties wage increases to those won by other blue-collar unions at the newspaper.

Long-Term Agreement

An agreement covering 11 1/2 years and prohibiting strikes and lockouts has been signed between Manitoba Hydro and the Allied Hydro Council of Manitoba, which represents workers at two big construction projects that are part of the hydroelectric development on the Nelson River. It provides for settlement of grievances and jurisdictional disputes. Wages and fringe benefits are escalated with reference agreements that are negotiated in the Winnipeg area.

Prisoners to Get Unemployment Benefits

Under a new employment program, prisoners will earn more, pay unemployment insurance premiums

and be eligible for unemployment insurance when they are released.

The pilot program is to be launched next June at the Joyceville medium-security prison near Kingston, Ont. Prisoners' pay will start at approximately 60 cents an hour but will be scaled upwards to \$2.60. They will be assessed a portion of their earnings for lodging.

About 1,650 prisoners are employed in an existing program in which their pay rate is from 70 cents to \$1 a day.

Management Productivity

More and more companies are becoming concerned about the productivity of professional and management employees, and a professor of business at the University of Western Ontario has given them more reason for such concern.

John Howard, a management psychologist, writes in *The Business Quarterly*, Western's management journal, that changing attitudes toward jobs and career are affecting productivity.

He finds a growing interest among managers in the possibility of joining collective bargaining units; a tendency to turn down promotions at a relatively young age—"accompanied by an easier readiness to 'settle in' and perhaps stagnate"—less willingness to accept transfers "with a greater reluctance to move geographically;" early and unexpected retirements; a growing interest in second careers; a general re-evaluation of the "success ethic;" and a decline in corporate loyalty and attachment.

Howard bases his conclusions on surveys made both in the U.S. and in Canada. He says corporations must learn how to contend with two types of problem managers: "rustouts" and "burnouts".

The rustouts have risen to a level and settled in—sometimes at a job that has become obsolescent or for which their skills are obsolescent. The burnouts are ambitious, aggressive, impatient individuals who work 12 hours a day, travel continuously and drink milk to soothe executive ulcers.

"The managerial rustout lacks enough pressure on his job to secure his best performance," Howard writes. "The managerial burnout has too much pressure, has passed the peak, and is on the downside of the performance curve."

Perhaps a redefinition of success is at the heart of changing managerial attitudes, Howard suggests. He cites a survey of 2,000 managers by the American Management Association, which found that the old success criteria—greater material reward, career advancement, recognition and community status—are giving way to new ones: greater job satisfaction, more meaningful work, domestic tranquility, good health, and job and financial security.

"Those who are still writing articles about how to get to the top had better check to see if anyone still wants to get there," he adds.

Howard finds the problems of productivity particularly acute at the middle-management level, and says that whatever the causes, ad hoc and piecemeal answers won't do to ensure high productivity:

"Organizations have to begin developing systematic ways of handling inadequate performance and the possibility of low productivity among managerial and professional employees."

If he is right, the outlook is not bright for middle-management productivity. Howard says he has just completed a survey of 12 major corporations, eight in Canada and four in the U.S., and found that not one of them had "a

systematic method of redirecting managers back into a stage of involvement, commitment, and personal growth."

Britain Pledges Industrial Democracy

Britain's Labour government has pledged that it will introduce legislation to foster industrial democracy, including trade union representation on company boards of directors, during the 1976-77 Parliamentary year.

A committee is being set up to inquire into the issue, and its findings are expected within a year. The recommendations are likely to form the basis of new legislation.

Bad References Opposed

A union lawyer says West German employers have devised a code to get around a 12-year-old federal court ruling that forbids them to give bad references to employees who leave their jobs, except in such extreme situations as constant drunkenness at work.

The lawyer says the code is used in half of the 15 million references issued in Germany every year, and, after one successful challenge, he is advising employees who suspect their reference contains an adverse evaluation to take the employer to court.

He says, for example, that the sentence: "He has made efforts to comply with the tasks he has been trusted with, to our satisfaction," really means: "His performance was inadequate." "He has always set an example concerning his punctuality," really means: "he is lazy and has not achieved anything," and "his sociability

has contributed much to improving the working atmosphere at our company," means "he is a habitual drunkard".

Males Seek Equal Pay

Production was disrupted at Copenhagen's Carlsberg and Tuborg breweries during August in an unusual equal-pay dispute: male workers were seeking equal pay with female workers.

Male and female employees are represented by different unions at the two firms, which are associated but have separate managements. The women's union accepted a productivity plan in the spring which provided for higher earnings in return for some redundancies. The men's union turned it down and as a result the male workers found themselves earning less than women for the same work.

Swedish Women Happy

Women doing jobs that were traditionally regarded as men's are happy in their work, according to a study by the Swedish Institute. The study, entitled *Sex Roles in Transition*, says this is largely because women no longer feel isolated in their homes.

The report says the Swedish labour market is still divided according to sex, and that women are restricted to 25 categories of trades and professions while about 300 categories are accessible to men.

Irish Worker Reps.

The Irish government is preparing legislation that would put workers' representatives on the boards of directors of seven state-owned

organizations, including the national airline, Aer Lingus.

One third of the board members would be elected from the work force by secret ballot under a system of proportional representation. The worker-directors would serve for three years, and would have the same rights and duties as other directors.

OECD Code for MNCs

Unions are showing increasing optimism that the Organization for Economic Co-operation and Development will adopt a code of conduct for multinational corporations before the end of the year.

The 13-point code was drawn up by the OECD's trade union advisory committee. It covers such topics as industrial relations, capital movement, mergers, prices, transfer of technology and access to company data.

The U.S. government has withdrawn its opposition in principle to the code, and it is getting increasing support from several organizations, including the AFL-CIO, the International Labour Organization and the International Confederation of Free Trade Unions.

The committee leaders also want a program based on the code presented to the United Nations. The UN's economic and social committee is currently considering the multinationals issue.

EEC to Get Labour Input

One result of Britain's "yes" vote in the referendum on the European Economic Community is that, for the first time, British trade unionists will take part in the activities of the EEC's economic and social council. The council draws together representatives

of employer, employee, consumer and other groups—however its role is merely consultative.

British unionists appear skeptical of the committee's value, and Secretary Len Murray of the Trades Union Congress, says its delegation will spend the first year evaluating the committee's effectiveness.

More Paid Holidays

A survey of Canadian companies shows many are granting their employees more paid holidays than they did in 1973.

The survey was conducted by Facts Labour Relations, a publication of analyses and reports to industry of The Canadian Labour Views Company of Toronto. It covered 1,762 Canadian employers and 650,000 hourly-rated workers.

Of the employers, 39.1 per cent provided 10 paid holidays a year for their employees, 30 per cent granted 11 days and 12.2 per cent 9, as of July 1, 1975.

A similar survey on March 15, 1973 found that 43 per cent granted 10 days' vacation. The second largest category was 9 days—32.3 per cent—and the third largest 11 days—11.7 per cent. While the second and third categories have been reversed in the 1975 survey, the median remains unchanged at 10 days.

In the 1975 survey, employers granting more than 11 days had increased to 13 per cent from 4.3 in 1973. Only three employers provided 14 days in 1973, but in 1975, 23 granted 14 days and five granted 15 days, a category that did not exist in the 1973 survey.

The survey covered only the private sector of the economy, but Facts Labour Relations says it will soon

publish the results of a similar study of the public sector including municipalities, utilities, and boards of education.

Castonguay Report on Quebec Minimum Wages

A report on minimum wages in Québec recommends that they be extended to cover more workers and be indexed to average industrial wages.

The report, which has implications for other provinces, was prepared by Claude Castonguay, a former provincial minister of social affairs.

He contends that minimum wages can be used to control poverty, and he recommends that they be extended to cover several categories of workers now excluded—farm workers, hotel workers who are partially compensated by tips, dairy, and laundry workers, some domestic servants and some commission salesmen. But he would still leave some workers not covered by minimum wage legislation, including real-estate, securities and insurance salesmen working on commission, part-time baby-sitters and live-in domestic servants. Castonguay also recommends that the lower minimum wage rate for people under 18 be ended. The report says people working for minimum wages show little variation in productivity according to age.

The provincial government, in accord with Castonguay's recommendations, raised the minimum wage to \$2.60 an hour from \$2.30, May 1. However, it has not indicated whether it will adopt his other recommendations to increase the minimum wage to \$2.90 this November and to \$3.15 by May 1976.

He recommends indexing the minimum to the average industrial wage as a

means of ensuring that wages remain well above welfare payments. That could mean twice-yearly increases of 6.7 per cent.

However, a report in the *Financial Times* says minimum wages across Canada have risen by 46 per cent in the last two years, while average earnings in manufacturing have risen by only 39 per cent.

These were the minimum wages in effect in the 13 Canadian jurisdictions on July 28, 1975, with percentage increases from July 1, 1973: federal \$2.60 (37%), Newfoundland \$2.20 (57%), P.E.I. \$2.05 (46%), Nova Scotia \$2.25 (36%), New Brunswick \$2.30 (53%), Quebec \$2.60 (53%), Ontario \$2.40 (53%), Manitoba \$2.30 (31%), Saskatchewan \$2.50 (43%), Alberta \$2.50 (43%), B.C. \$2.50 (25%), N.W.T. \$2.50 (67%), Yukon \$2.70 (35%).

New Base for CPI

Statistics Canada has changed the base reference year for its monthly Consumer Price Index from 1961 to 1971.

The conversion—from 1961=100 to 1971=100—might appear to create some problems for people calculating benefits under existing COLA clauses, but Statistics Canada says it will continue publishing all CPI items on the old base as well as the new.

However, the federal agency recommends that 1971-based series be used in any new collective agreements.

Causes of Sex Bias

Sex bias arises not so much from discriminatory legislation as from

social attitudes, "society's prejudices, myths and beliefs," according to a study published by the International Labour Organization. The study entitled *Women at a Standstill: the need for Radical Change*, published in the *International Labour Review*, says that while pressure for legislative action to end discrimination should continue, true equality can be achieved only by a revolution in the minds of both men and women to eradicate outmoded attitudes.

The study was conducted by Elisabeth Reid, personal advisor to the former Australian prime minister. She says the women's movement has been "bedevilled by piecemeal reforms—small concessions granted under economic pressure or for political gain—that have inevitably failed".

As an example of political concessions she cites the granting to women of extended leave for child-rearing, a concession won after years of hard and bitter struggle. If the aim was really to ensure that women could return to employment, then society would also have to make provision for extensive child-care facilities and more opportunities for part-time work, Reid says.

But since this has not been done, she contends that women with family responsibilities are unable to return to work even if they want to and even if jobs are reserved for them. This has "reinforced a wide range of prejudices about women's occupational irresponsibility.

"Employers will justly feel cheated, having held their jobs open; other employees will feel cheated out of an earlier opportunity for promotion and permanent employment," the report says. "Employers, trade unionists and fellow employees will all feel justified in saying that women are not serious about their work."

The report quotes ILO estimates that in most industrialized countries,

women's salaries are between 50 and 80 per cent of men's, even in states that ratified the ILO convention on equal pay and passed laws to end wage bias based on sex.

The study says a major reason for the gap between law and practice is that legislative action has not been accompanied by energetic measures to foster equality in training, employment and promotion.

The report also criticizes "blinkered reforms—reforms that set out to solve a problem only as it relates to women rather than those affected by it."

Protective legislation is given as an example. In the short term women may have benefited from it, but in the long term it has often worked to their disadvantage "by creating artificial and unnecessary barriers to their employment in certain occupations."

The report says legislation in most industrial countries opposes in principle, night work for women on health or family grounds. But it urges legislators to take a long look to see why women are prevented from working at night "bearing in mind that not all women have family responsibilities."

Women Entitled To Equal Pay

British women will be legally entitled to equal pay and conditions of employment from December 29 of this year, but they may not get these benefits immediately.

David MacDonald of the *Ottawa Journal's* London bureau says that although these rights will come into effect then, under the Equal Pay Act of 1970, "there are already murmurings in the treasury department and the Confederation of British Industries that 'now is not the time'

for adding the costs of equal pay for women to the country's wage bill."

However, these private views of civil servants and the employers' group do not reflect the political attitude of the labour government, nor of the Trades Union Congress, which first publicly supported the principle of equal pay for women 80 years ago.

A royal commission studied the question between 1944 and 1946 and its report suggested that bringing in equal pay might cause high unemployment among men.

In 1955 a measure that took until 1961 to be implemented, gave equal pay to women in the non-industrial civil service, in non-manual local authority posts and in teaching.

The principle has gradually become established in several professions, including journalism, broadcasting, architecture and law.

Women form one third of the British labour force, and 55 per cent of women of working age are in or are seeking, paid employment. There are 8.5 million working women, 64 per cent of them married.

MacDonald points out that the act has been quietly working in their favour since its inception: Between March 1970 and March 1974 basic rates of pay for manual workers rose by 62 per cent for men and by 82 per cent for women.

A survey during the same period showed that in nearly two thirds of wage agreements giving different rates for men and women, women's rates had reached at least 90 per cent of men's by the end of March 1974.

"The reason for the doubt about all women getting equal pay this December is economic rather than political," MacDonald notes.

"In the current climate of economic

slump in Britain, the industries most behind in the equal pay stakes are the ones most likely to go to the wall if their costs suddenly rise.

"Recognizing this, women workers in some factories have, in recent months rejected offered pay increases and made it clear that equality can wait for the moment.

"This has frustrated trade union officials working on their behalf, but has drawn the rejoinder, synthesized by one factory floor women's leader in Manchester recently: 'High wages are no good if your factory closes'."

Health Care Costs Rise

The proportion of national income devoted to health care is likely to continue to increase in the foreseeable future because people in the industrialized countries want vastly improved health facilities.

This prediction is contained in a report by the Geneva-based International Social Security Association, which sees no letup to rising expenditures on sickness insurance because "mankind is increasingly beginning to regard medical care as an absolute necessity, a belief fostered by the rapid progress of medical science".

The association says that although the report is based on studies of developed countries, there are lessons in it for developing states as well: "Events now taking place in the industrialized states would be a reality for the Third World, in the future".

It gives some examples of rising health costs. Spending under Austria's general sickness scheme will nearly triple in the current decade, and spending under the British National Health Service has risen by 3.5 per cent a year in the last 10 years. Spending on health care in Sweden has more than doubled between 1962

and 1970, and in the U.S., 1970 spending on health care was two-and-a-half times that of 1960 and five times the 1950 figure.

"The increase in health expenditure is present in all countries that have reached a certain level of economic development, whatever their system of social coverage or the proportion of costs borne by the individual, and even where, as in the U.S., there is no general sickness scheme," the association finds.

The reasons for the spending increases are complex, but include several basic ones in most developed countries:

- The majority of populations are in the older age brackets and older people tend to consume more medical goods and services than do the younger age groups.
- Medical consumption is regarded as a priority need that must be satisfied at any cost, regardless of income level.
- Medicine has gone through a "complete upheaval" in the last 50 years, becoming both more effective and more expensive, and people appear prepared to pay the increased price.
- Medical care is becoming more and more specialized and often caters to the individual rather than to the masses.

For example, the introduction of systems for the electronic examination of heart patients has increased the cost of hospital treatment. Every year in the U.S. 15,000 patients receive a cardiac pacemaker that costs \$1,500 and has a life expectancy of about three years. Now, a pacemaker has been developed with a nuclear battery that can last 10 years, but costs \$5,000. The report says this means that every year 15,000 Americans may be paying \$75 million for heart pacemakers alone.

The association says that doctors tend to contribute to increasing medical cost. Because they have a wide range of means of diagnosis and treatment at their disposal, practitioners tend to consider that their duty toward a patient demands that every form of examination and treatment that may be of use to them should be applied, even if the prospect of success is small.

The study also finds a clear link between higher health care output and insurance: "The operation of sickness insurance depends essentially on the production of health care; at the same time, the production of health care cannot develop fully unless there is a sickness insurance system."

Chances of a decrease in medical expenditures are remote because "all studies show that, in the present state of affairs, any increase in supply is almost immediately reflected in an increase in consumption. The health care market is far from having been saturated."

Unemployment Insurance

A U.S. study concludes that the social benefits of unemployment

insurance far outweigh its disadvantages.

Stephen Marston, fellow of the Brookings Institution, says unemployment insurance may increase the incidence and length of joblessness and have certain inflationary attributes, but concludes that there is not enough information to support complaints that benefits actually subsidize unemployment.

He says it does prevent employers from taking advantage of workers when jobs are scarce, and that without it, workers competing for scarce jobs would undercut pay rates.

He also finds some subsidy features to unemployment insurance, primarily for unappealing jobs or those offering seasonal or unstable employment, but he concludes that without this subsidy many unskilled jobs would go begging, and points out that it is paid by both the employer and government in the U.S.

One result of unemployment insurance is that labour costs remain higher than they otherwise would, thus tending to keep prices up: "In a world of feeble labour demand and limited job vacancies, the inflationary impact of unemployment insurance seems more relevant than its unemployment impact."



Motorists in Australia stop at a cut-rate gas station partly owned by Australia's largest trade union organization, the Australian Council of Trade Unions.

ECC Study: Implications of Canada-U.S. Free Trade

A study prepared for the Economic Council of Canada disputes the long-held assertion that a free trade arrangement between Canada and the U.S. would threaten Canadian independence. Indeed, the study contends that continental free trade could result in a modest net gain in Canadian autonomy.

The study was prepared by Peyton V. Lyon, a political science professor at Carleton University in Ottawa, who drew on recent findings by students of international integration, and surveyed the political experience in contemporary free trade areas.

He concludes that if Canadians negotiate the right terms, they could derive substantial economic benefits from continental free trade "without having to pay a heavy price in terms of lost national autonomy and identity." It is quite conceivable, he argues, that Canada would become less dependent upon exports to the U.S. market because with free trade the prospects of increased efficiency in Canadian industry and the ability to export to third countries would likely improve. The manufacturing component of Canadian exports might also increase. Canada's long-term dependence on inflows of foreign capital should decline. With greater productivity, Canada would gain confidence in dealing with foreign powers, not least the United States. Canadians would have the means to spend more on welfare, regional development, pollution control, education, the arts, and foreign aid. This in turn would augment national cohesion, identity, and autonomy.

Lyon observes also that Canadians, complaining of the high political cost of continental free trade "may be referring simply to the fate of past

governments that appeared to favour this option."

Lyon points out that for generations Canadians have been asserting that, while substantial economic benefits might well flow from continental free trade, the political costs would be prohibitive. Nevertheless, little effort has been made to assess carefully and systematically the probable political consequences for Canada of such an arrangement.

He says "independence" has been used with at least three meanings: status, the ability to define one's own goals, and the maintenance of one's own character and identity.

Regarding independence as status, he finds this anomaly: "Since the Second World War, Canadians have become less sensitive about sovereignty and are among the most willing to transfer important aspects of it to international agencies such as the United Nations. In continental matters, however, 'independence as a status remains of critical importance and explains much about Canada's reluctance to establish formal bilateral institutions with the United States that have, or appear to have, elements of supranationality, even though such institutions might provide for equal rights.

"Canadians fear that Canada would be perceived by outsiders as inherently unequal and that doubts would be cast upon Canada's claims to sovereignty."

As for independence in defining goals and making and implementing policy choices based on those goals, Lyon observes: "In this sense independence is perceived to be constrained whenever national policies are influenced by the actions of foreign

governments or agencies." It may, of course be limited also by "actions of foreign governments directed at the entire global system, or by developments, such as inflation, that are beyond the effective control of one government. However, when promoting independence in this sense, the greatest concern is to reduce the ability of foreign powers to penetrate the national political system or, in other ways, deliberately to limit its range of policy options."

Maintaining national character and identity is another matter: "An independent nation, it is held, must be able to develop in its own way when one can say precisely what that way is. The basic threat to Canadian independence is seen as the erosion of distinctive national values through fascination with the life style of, and events within, her superpower neighbour."

Basing his conclusion on the experiences of other free trade agreements—the European Free Trade Association, the Anglo-Irish and New Zealand-Australia pacts—Lyon adopts an optimistic view of Canadian prospects in continental agreements, which he says many hold as a "counter-scenario" to the more prevalent pessimistic view:

"The counter-scenario would begin with an acknowledgement that the two economies are substantially integrated and that, in some respects, 'Canada is already at Washington's mercy.' But it would go on to challenge economic determinism, demonstrate that Canada exercises a considerable and growing degree of independence, and question the assumption that the overall trend in North America is integrative. Experience elsewhere would be cited to demonstrate that free trade areas

and customs unions can achieve stable equilibrium. Instead of gaining momentum, it is argued, international integration characteristically slows down, or reverses, as the national actors leave the economic-welfare issue area and approach questions bearing directly on national sensitivities. The greater wealth generated would facilitate implementation of policies—such as support for the arts, regional development and active foreign policy—that strengthen national consciousness and the authority of the national government. With the reduction in the disparity between their incomes and those of the Americans, Canadians would become more confident in their dealings with them and other foreigners. Because Canada would gain immunity to changes in U.S. tariffs and quotas, she would have less need to fear changes and to solicit special deals and exemptions. Her policy-makers would feel less constrained to keep on the good side of Congress, and the U.S. administration, and therefore could display more independence in global politics.”

Lyon observes also that it seems universally agreed that Canadian manufacturing needs to be rationalized, and says that free trade would contribute to this “without the necessity of a reliance upon bureaucratic decree that would place

extremely difficult new demands on an already overburdened political system.”

Regional tensions resulting from decisions to close down specific plants and industries “would not be so strong if Ottawa were not perceived to be directly responsible.” Thus, he concludes, the Maritimes and Western Canada—which have always regarded the tariff as a device to favour central Canada at their expense—would become less alienated.

Lyon comes down on the side of this “optimistic scenario” but says much would depend upon the attitude of Canadians as they entered the agreement, and the terms they could negotiate.

However, his study is based on these four assumptions, which help explain his guarded optimism:

1. A CUFTA (Canada-U.S. free trade area) would yield Canada a substantial gain in income, and, at least in the long term, reduce her dependence upon foreign capital.
2. A multinational FTA, although much to be preferred, is less likely to be negotiable in the foreseeable future; most of the economic gains from free trade, however, would be realized in a CUFTA, and the necessary adjustments to a CUFTA would make

it easier for Canadian industry to join a multi-nation FTA at a later date.

3. A CUFTA would be unacceptable to Canada if it seemed likely to entail a political union or even a substantial reduction in Canada’s decision-making potential, a substantial increase in cultural homogeneity, or a substantial increase of ethnic or regional cleavage within Canada.

4. Canada would want, and might well insist upon, provisions enabling her to foster regional development; protect Canadian financial institutions, media and artists; screen new foreign investment; and control the extraction and export of some forms of energy.

If Canada can negotiate free trade terms successfully, Lyon concludes, and if Canadians are confident that a CUFTA would yield substantial material gains, “we would be unwise to oppose it on the doubtful grounds that it might reduce Canadian autonomy.” Those that have been negotiated in a wide spectrum of social and political systems—from fascist Portugal to social democratic Sweden”—have had no perceptible impact upon “national character.”

The study does, of course, bear the customary rejoinder that it “reflects the views of the author and not necessarily those of the Economic Council of Canada.”

Industrial Relations in the Construction Industry

Industrial relations in construction are unlike those in any other industry and have been investigated more extensively than any other industrial relations system in Canada. In publishing *Employment Insecurity and*

Industrial Relations in the Construction Industry, by Paul Malles, the Economic Council of Canada has provided an excellent introduction to a field that is often difficult to understand.

Malles’ 106-page booklet describes construction unions and construction employer associations and their roles in collective bargaining; the laws under which they operate, and the various patterns of agreements in the

industry, including Quebec's "decree system," so little understood outside that province.

He also discusses the issues that frequently result in construction union unrest: union security and job security, enforcement of labour and safety standards, and pension schemes.

He lists a large number of official inquiries into the industry during the last 20 years, and points out that almost every one was "triggered by a spate of strikes and lockouts".

Although the number of strikes and

lockouts in construction is about one and a half times the number in manufacturing, the total loss in man-days per worker in construction is slightly lower. Why then does construction conflict appear so much more "volatile"? Malles discusses several major reasons: lack of continuity of employer-employee relationships and of job sites, multiplicity of trades, diversity of production methods and, above all, cyclical and seasonal instability in employment.

His main argument is that employment insecurity is one of the root causes of the industry's labour-relations troubles, and he concludes: "Institutional and

legal changes in the industrial relations system are insufficient. Failure to eliminate insecurity makes the resulting labour relations problems inevitable cost factors in human and material terms."

If Malles is correct—and he backs his argument with a sound analysis of the industry's experiences in the last two decades—industrial relations in construction may long continue to be explosive. As the author points out: "The industry itself can do much to reduce the effects of internal destabilizing factors plaguing labour relations in the industry; however, it still has little or no control over the external destabilizing factors."

Bank of Canada Governor a Pragmatist on Inflation

Gerald Bouey, governor of the Bank of Canada, appeared to be a pragmatist in his views on inflation, when he addressed the Canadian Chamber of Commerce annual meeting in Saskatoon. Bouey emphasized that the protection of the value of money was of prime importance to the future economic and social welfare of Canada, adding that, "it is very much in the public interest that the drift into deepening inflation in Canada be halted and reversed."

Concentrating most of his attention on the appropriate stance for monetary policy, Bouey declared that whatever else may need to be done to bring inflation under control, it was absolutely essential that the rate of monetary expansion be kept within reasonable limits.

Turning to the present problems of recession and unemployment, Bouey

said they could readily be traced back to the excesses of the recent worldwide inflationary boom, and he emphasized that, "we cannot expect to achieve any lasting solution to these problems by setting off yet another round of inflation fueled by excessive monetary expansion."

Bouey also expressed concern over the present steep upward trend in costs and prices and in particular the current rate of wage and salary settlements which, he said, were far greater than would be consistent with any diminution of our rate of inflation.

Drawing parallels with previous recessions, Bouey criticized what he termed, "the conventional wisdom" of "trading off a bit more inflation in order to get a bit more employment."

"For more than 20 years," he said,

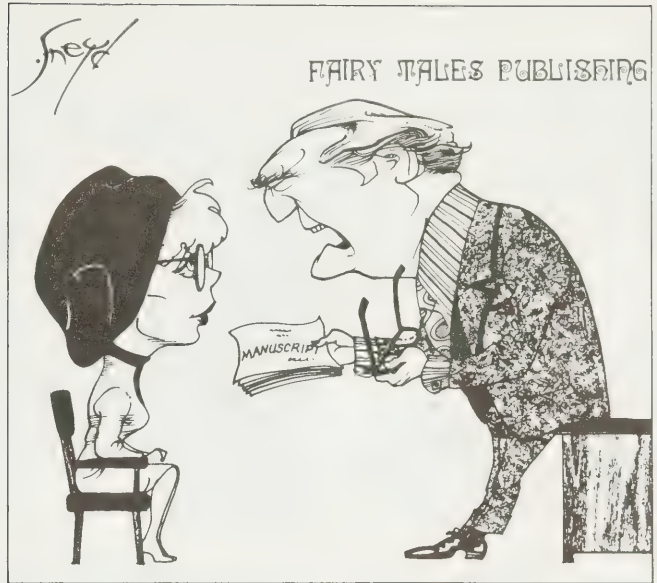
"almost every country in the western world has given rapid growth and high employment a higher priority than preserving the value of money." He went on to stress that policies aimed at furthering these aims had led to a severe loss of confidence in the value of money, and he concluded that, "we now have no option but to contain inflation and inflationary expectations if we are to have any realistic hope of achieving sustained economic growth."

Bouey left little doubt that on this occasion, the authorities would be unwilling to run expansionary fiscal and monetary policies simply to accommodate an accelerative increase in costs and prices. "Expectations of this sort are clearly quite inconsistent with any possibility of good economic performance over time," he said, "and I do not want to encourage their development by seeming to be unconcerned when the rate of

monetary expansion in Canada tends to be excessive."

Drawing attention to the fact that an unacceptably high rate of inflation had already been built into the economy, Bouey expressed caution about the ability of the authorities to eliminate it quickly by a sudden reduction of the rate of monetary expansion. "The consequences for economic activity [of this sort of policy] would be much too disruptive in the short run," he declared, adding that "whatever progress is to be made in moderating the rate of monetary expansion in Canada must be achieved gradually over time."

In his concluding remarks, Bouey once again stressed his view that, "many things other than monetary policy have to be right before the economic system will work well," and he expressed the hope that "a sober appreciation by Canadians of the seriousness of our economic problems would call forth sufficient will to co-operate in their resolution."



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"How can anyone live happily ever after these days with high taxes, lack of housing, exorbitant prices,..."

Improving Labour's Image

by Roy LaBerge

Canada's trade unions feel they are being used as a scapegoat for the country's economic ills, and they are fighting back with public relations campaigns at the community level.

The Canadian Labour Congress is encouraging union locals to appoint public relations officers and committees to publish newsletters for its members and to get labour's message across to local news media. The CLC has also organized a series of regional workshops to train local PR people to do the job.

In this way the Congress hopes to supplement the efforts of the relatively small number of public relations people working full-time at the national level for CLC affiliated unions.

CLC concern with labour's public image is not new. In June 1961, the CLC's official journal, *Canadian Labour*, devoted one of its monthly issues to the topic, and the then

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Thomas Studio

director of public relations, Jack Williams, stressed the need for action at the community level. Since then, public relations courses have become more frequent at CLC weekend

"I have never been one of those labour PR types who ascribe to the 'no comment' school of media relations, and over the years I have come to realize that public relations means taking your lumps when you have to."

K.R. (Robbie) Robinson
United Steelworkers of America

educational institutes organized by district labour councils and at the CLC's week-long regional schools.

This is the first time, however, the CLC has held a series of regional workshops devoted solely to public relations.

The first drew 65 students to the Memramcook Institute at Moncton for three days in October 1974. The second drew 65 to the Geneva Park Conference Centre at Orillia, Ont., in February 1975. The third is to be held in Vancouver during the last weekend in November, and the final one, for Manitoba and Saskatchewan, will be held next year. The Québec Federation of Labour held a similar workshop for its CLC-affiliated unions.

The workshops aren't for every union member, however. Participation is restricted to people who have been given the PR task by their local union or district labour council.

They were the brainchild of Charles Bauer, director of public relations for the CLC since 1974 and a member of its PR staff since 1969, and he is getting enthusiastic help from several unions in organizing them.

Inviting local unions to send their PR directors to the workshops, Bauer sent this message:

"Are you fed up because labour's positive achievements are often ignored or reported in a biased manner in the media...because conflict gets front page coverage while constructive action is too often ignored?"

"Grumbling won't help. The truth is that labour is doing too little to make itself understood by the people, and that includes our own members. People don't know what we are doing or why we are doing it. But there is something your organization can do. Fight back."

So the CLC has asked all its affiliates to appoint a PR officer or committee, to publish a local news bulletin, and to send its PR officer to one of the workshops to learn to do his job better. It has also published several manuals on the subject.

Bauer is getting co-operation from several unions whose public relations people have taught at the workshops. The teachers at the Atlantic Provinces seminar included Merl Day and Marc Zwelling of the United Steelworkers of America, Neville Hamilton of the Canadian Paperworkers Union and Ed Cosgrove of the Ontario Federation of Labour. The Ontario lineup included Day, Zwelling, Bob Douglas of the Brotherhood of Railway Airline and Steamship Clerks, Jo-Jo Chintoh of the United Auto Workers, and Sheldon Turcott, the CBC's management and labour relations reporter.

Bauer opens every seminar with the same message: "People don't know enough about labour relations, and



The CLC p.r. workshop in Orillia included simulated television interviews. Robert Douglas, p.r. director for the BRASC (holding microphone), George Foss of the UTU, and Russell Biggar of the Toronto area council of the CBRT and GW were among the participants.

what they do hear is mostly negative. But labour has a tremendous story to tell. Many unions, labour councils and federations are constantly involved in improving the quality of life in their communities by providing leadership in such projects as community health

"The labour beat...is one of the toughest assignments on a paper. The hours tend to be long. There is often a lot of abuse from unions and cold shoulders from management. But more significant, there is the frustration of the news desk. Labour relations is a complicated and sensitive field. Editors like to have things simple and straightforward. They understand strikes because they can be treated in the latter fashion. They often yawn over more subtle, sometimes more important developments, such as decisions made by the labour relations board."

Robert Douglas

Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees

clinics, helping youngsters, civic reform and so on. And few people know the positive side of collective bargaining."

Bauer points out that unionists might blame the mass media "for giving a distorted picture" of unions, or "reactionary elements in our society for mouthing misleading propaganda," or the school system for not teaching about unions.

"But the major blame falls on ourselves," he adds. "We fail to keep the public informed of our actions and the reasons that motivate us. If we don't, how can we expect others to do it for us?"

Bauer and his fellow labour PR people spend the next three days and two nights telling their students how to do it. The curriculum includes media and community relations, newswriting and news releases, radio, TV and videotape recording, newsletters and leaflets, mimeographing and a mock news conference.

As their final assignment, the students are divided into groups and each group is required to write, edit and publish a newsletter on the course,

including the news conference, within three hours.

The workshops could not be more timely. This has been a difficult year for labour's image. Unions have been in a catch-up position in the inflationary cycle, and their demands have angered many people, especially those on fixed incomes.

Union leaders feel that the federal government is unjustly blaming labour for the failure of its efforts to contain inflation through a program of voluntary price and wage restraints. And CLC President Joe Morris says Prime Minister Trudeau and the finance minister are trying to focus on wage settlements as an important factor in a decline in Canadian exports.

"But there is no evidence to date that we are being priced out of external markets," says Morris. "The international recession, especially in the U.S., where 65 per cent of our exports go, has been the main factor behind the decline in the volume of Canadian exports."

An editorial in *Steel Labour*, the official Canadian publication of the United Steelworkers of America, adds corporations and news media to its list: "The federal government, the corporations and the press—corporations in the newspaper business—and other media have decided that labour is to be branded as the villain responsible for inflation."

"Don't expect the media to serve as an information channel to the membership by publishing or broadcasting reports of interest only to union members. It's up to the union to open up its own flow of information to members."

Bruce McLean

British Columbia Government
Employees Union

"Most members and local union officers don't know how to express and vent their feelings properly, and I see it as part of my job to guide them in that direction. I believe that nine times out of ten the media are not capable of doing a competent job and will never do so unless we (the reading public) play a more aggressive role toward them and force them to do a better job through constructive criticism."

Joseph Hanafin
International Association
of Machinists and
Aerospace Workers

A highly biased selection of statistics has been repeated again and again through the media by government spokesmen and their civil service hangers-on and by spokesmen for Canada's corporations.

"The figures are supposed to show that Canadian wage earners are living high, grabbing more than their fair share of the economic pie and at the

same time pricing us out of world markets. What unions say in reply will obviously not receive the same coverage."

There are more full-time labour PR people today than when Bauer first became a union official nine years ago, but he feels there are still far too few: "Our situation is pathetic when we compare it with federal government departments and big corporations.

"We just can't do a proper job with the resources we have. Instead of developing long-term public relations programs, we are busy putting out fires,—reacting rather than acting."

Unlike most national-level labour PR directors, Bauer has never worked as a newspaper or broadcast reporter. But he has gained a keen understanding of the problems a reporter faces in covering labour news.

Bauer, like most other labour PR directors, praises the work of Wilf List, the veteran labour reporter for the *Toronto Globe and Mail*: "List doesn't take sides, but does a conscientious



Charles Bauer, CLC public relations director demonstrates the duplicating machine as a public relations tool to delegates at the CLC's Ontario regional public relations workshop in Orillia.

"I am not one of those who think press coverage generally is horrible. I think a lot of unions don't do the kind of job they should in getting out the news....On the other hand, there are still too many newspapers that do not give the attention and priority to the labour beat they should. The bane of my life is the paper that sends a reporter to cover labour with whom you have to go back to Adam and Eve to get things into any kind of perspective."

Jerry Hartford
United Auto Workers



Photo Features

Ian Deans, NDP member of the Ontario legislature fields a question on housing policy at a mock news conference. Looking on are CBC labour reporter, Sheldon Turcott, and John Clark, a CLC public relations officer.

job of making the issues clear to readers."

In fact, a survey of labour PR directors found almost all the full-time labour reporters on daily newspapers were credited with doing a good job, including Vic Parsons of *The Canadian Press*, George Dobie of the *Vancouver Sun*, Ashley Ford of the *Vancouver Province*, Dudley Magnus of the *Winnipeg Free Press*, Rosemary Spears of *The Toronto Star*, Pierre Vennat of *La Presse*, Joe Hyashi of the *London Free Press*, Cliff Cowan of the *Ottawa Journal*, Louis-Gilles Francoeur of *Le Devoir*, and two relative newcomers to the labour beat: Colin MacKenzie of the *Ottawa Citizen* and Gordon Barthos of the *Montreal Gazette*.

But Bauer says most of them are

often over-worked and he sympathizes with the general reporter who has to cover labour relations occasionally: "He's operating in a complicated area, and usually, if he does a bad job, it is through ignorance rather than bad faith."

But a large part of labour's public relations problems originate in the nature of news itself. "To be newsworthy an event has to be interesting and even dramatic," Bauer observes. "In this sense, strikes and confrontations make better news than peaceful settlements. The quiet activities don't get reported."

This makes many union leaders suspicious of reporters, and the union PR person's job becomes even more

difficult. Typical is this observation by Albert G. Hearn, an international vice-president of the Service Employees' International Union:

"It is evident to all of us who attend any convention or labour function that the news media are interested only in covering sensational items such as the possibility of a labour movement split, certain unions leaving the Congress, hard core resolutions on nationalism, and news of that nature...."

The 350 local union communicators Bauer and his colleagues are training face a very difficult task. Labour's good works, while they may be praiseworthy are not always newsworthy. **19**

A CLC PR Directory



Brotherhood of Railway, Airline, and Steamship Clerks

Robert Douglas, public relations director for the BRASC, based in Montréal, was once a labour reporter for *The Toronto Star*.

Canadian Brotherhood of Railway, Transport and General Workers

Ed Finn, public relations director for the CBRT, based in Ottawa, also writes a regular column on labour issues for *The Toronto Star*. He started his career as a newspaper reporter in Newfoundland.

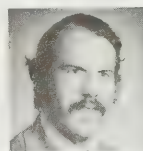


Canadian Labour Congress

Charles Bauer, The CLC's public relations director, based in Ottawa, spent five years as assistant director. Before that, he was assistant public relations director for the Canadian Union of Public Employees.



John Clark, assistant public relations director for CLC since 1974, spent eight years in radio and television news, working in Tillsonburg, Ont. at *CKOT* radio, in Cornwall, Ont. at *CJSS* radio, and in Corner Brook Nfld. at *CBYT* tv.



Mary Kehoe, assistant editor in the public relations department of the CLC joined the Canadian Congress of Labour in 1951 and left the CLC in 1958 to work for the Catholic Hospital Association of Canada and to edit *The*

Canadian League, the official magazine of the Catholic Women's League of Canada, before returning to the CLC in 1961.

Canadian Paperworkers Union

Neville Hamilton, public relations director for the CPU based in Montréal was formerly a labour reporter for the *Ottawa Journal*.



Canadian Union of Postal Workers

Paul Mitchell, the Ottawa-based information director for CUPW was formerly the national secretary for the Canadian University Press, and before that, editor of an Ontario weekly newspaper, the *Milverton Sun*.

Canadian Union of Public Employees

Norman Simon, public relations director of CUPE, based in Ottawa, was once a labour reporter for *The Toronto Star*.



Fred Tabachnick, assistant public relations director of CUPE is a journalism graduate of Carleton University and was a reporter for the *Calgary Albertan*.



Marc Belanger, a public relations officer for CUPE is a journalism graduate of Ryerson Institute.

International Association of Machinists and Aerospace Workers

Joseph Hanafin, public relations director for the IAM, based in Ottawa, was a former news editor with the Canadian Broadcasting Corporation.



International Woodworkers of America

Tom Fawkes, public relations director for the IWA, based in Vancouver, has worked in both radio and TV in British Columbia.



Public Service Alliance of Canada

Nicole Levac, director of public relations for the PSAC, based in Ottawa, has held several editing and writing jobs in the federal government. She also holds a journalism degree from Carleton University.



Hélène Champagne, a public relations officer for the PSAC has worked for the federal government and has been a freelance magazine writer.

Guy Croteau, a public relations officer for the PSAC, is a public relations graduate of Algonquin College, Ottawa.

Sharon Pratt, a public relations officer for the PSAC was formerly a graphic artist with the federal government.

United Auto Workers

Jerry Hartford, public relations director of the United Auto Workers since 1948, was previously a reporter for the *Windsor Star* until he left following an unsuccessful organizing drive by the American Newspaper Guild. He is now based in Toronto.

United Steelworkers of America

K.R. (Robbie)

Robinson, public relations director of the USW based in Toronto has been a freelance writer, newspaper reporter and broadcaster. He has also been a PR officer for the Union of National Defence Employees and PR director for the Public Service Alliance of Canada, and the Canadian Labour Congress.



Ray Stevenson, a public relations officer for the USW, was formerly publicity director for the Mine Mill and Smelter Workers Union, and early in his career spent 10 years "underground" as a miner.




Merl Day, is public relations representative for the Steelworkers. Before moving to the national office in 1971, he served for four years as editor and PR officer for local 6500 at the International Nickel Company in Sudbury.



Jean-Marc Carle, a public relations representative in Montréal for the Steelworkers, was formerly a reporter for *La Frontière* in Rouyn-Noranda.



Marc Zwelling, public relations representative for the Steelworkers based in Toronto, was a labour reporter for the *Toronto Telegram*. 

Managerial Education: The Weak Link In Industrial Relations

by Harish C. Jain

Recent developments in Western industrialized countries indicate growing industrial unrest manifested in strikes, economic downturn, and inflation. Canada is no exception. We have had and will probably continue to have our share of strikes. Current inflationary trends are adding fuel to union wage demands. The collectively bargained settlements in the second quarter of this year show an average wage increase of 18.8 per cent at a time when the economy is in a recession and inflation shows no signs of abating.

Industrial unrest, which affects productivity and thereby the rate of inflation, is dependent on at least two variables. One is the industrial relations system and the other is the actors in the system. The Canadian industrial relations system is no worse than comparable Western systems. But the actors in the system—unions, management and government—are not as adept at functioning within the

H.C. Jain is associate professor of organizational behavior in the Faculty of Business at McMaster University in Hamilton

system as one might expect. At least part of the industrial unrest in Canada is in no small measure due to the relative lack of education and experience of the parties to the collective bargaining process—especially in the public sector—and the short supply of trained industrial relations personnel.

Part of the industrial unrest in Canada is ...due to the relative lack of education and experience of the parties to the collective bargaining process

Recent trends in public sector unionism, increased complexity in negotiations, changing work values, expansion of public education and a new role for computers in collective bargaining indicate that the need for trained managers in labour relations is becoming increasingly important.

One of the most significant trends in North American labour relations has been the emergence and rapid growth of unionism among government employees. This has been the area of greatest union membership growth in recent years. Increasing economic insecurity and the diminished social status of municipal workers, teachers, policemen, firefighters, and others, due to improved conditions in industry and widely publicized wage and fringe benefit gains by blue-collar workers in the private sector, has led to group consciousness, a common purpose and a common will on the part of public sector employees.

The growing militance of public service unions is reflected in the rising number of both legal and wildcat strikes. This may be due in part to the relative inexperience of both parties in the collective bargaining process. The need for labour relations specialists becomes even more urgent in view of the rapid growth and expansion of the public sector.

Moreover, white collar workers in several other service sectors are slowly but steadily forming unions. As a result, the problems in employee relations do not merely revolve around the problems of higher wages and fewer working hours. Given the sustained increase in female participation rates, for example, new issues such as day-care centres for working mothers, better defined promotional "streams" away from clerical and other dead-end jobs, and greater say in management, are emerging.

More specifically, government is expanding its involvement in labour legislation both in terms of social issues and in the collective bargaining process. Unions such as the United Autoworkers and the United Steelworkers of America are pressing issues such as quality of work, ecology, control over safety and technological change. Union rank and file members are showing growing militancy by rejecting master contracts.

There is growing dissatisfaction among hourly employees with the quality of their work life. Jobs that are dull, repetitive and boring tend to produce unmotivated—not to mention unproductive—employees, militancy, and demands for a greater voice in management decision-making. A recent work ethic survey of Canadians conducted for the Department of Manpower and Immigration found that although most Canadians prefer working rather than receiving unemployment insurance, about 30 per cent of the 2,000 people surveyed indicated that unemployment insurance

was preferable not only to a job they did not enjoy, but also to a job at the minimum-wage level. This implies that the quality of life at the work place is becoming an important issue for both unions and management.

This factor has also affected the labour relations function. The massive increase in public education and the changing composition of the labour force will continue to narrow the gap not only between blue and white collar workers but also between managers, union officials, and workers in general. By 1971, approximately eight out of 10 people in the Canadian labour force had more than grade 8 education. By the end of the 1970s more than half the population

The need for labour relations specialists becomes even more urgent in view of the rapid growth and expansion of the public sector

will have some post-secondary education. These educated workers are likely to challenge traditional lines of authority within organizations, and demand greater participation in the decision-making that affects them as workers. This implies that workers' demands for a say in the running of the company may have to be negotiated at the bargaining table.

Computerized decision-making is making the role of management specialists trained in labour relations even more important. In labour relations, bargaining strategies can be computer-simulated and the cost of alternative wage and fringe packages can be pre-calculated. This provides a great deal of flexibility in the bargaining process. In some large enterprises this has already occurred. Unions too, are getting into the act in

Canada. The United Steelworkers of America, for example, made extensive use of computers in its recent negotiations with International Nickel Company of Canada.

These trends, in addition to new approaches to collective bargaining such as coalition and multinational bargaining, demand new strategies, tactics, and problem-solving skills.

It is clear that management alone cannot handle these emerging problems. They require the assistance of specialists in labour relations, trained in a variety of skills. Since the labour relations function falls within the personnel department in a good many companies, one may use the term P/IR personnel and industrial relations to refer to this function.

Having established the need for post-graduate training in labour relations, there is a need to identify and analyse the approaches or orientations to such a program. In other words, what kind of educational program represents a good background for personnel and industrial relations?

There are at least two schools of thought on this issue. Representatives of both feel that a graduate degree will equip the student with what is needed, and will also bring the P/IR area closer to professionalism. One school contends that in order to gain the knowledge and skills that are necessary to perform this function, specialization in the form of a masters degree in industrial relations is needed; the other argues that a general degree is more appropriate. While some spokesmen for the latter school advocate a masters degree in business administration (MBA), others argue for a liberal arts background.

The first school of thought is represented by the American labour economist Julius Reizler. He states that an M.B.A. is too general because it is designed to cover the whole spectrum of business. Reizler believes

Workers' demands for a say in the running of the company may have to be negotiated at the bargaining table

that it is necessary to have an intensive background in the P/IR area. His argument is supported by the findings of a recent survey of 242 major U.S. college and University M.B.A. programs. The findings indicate that approximately 2.8 courses per school were offered in the P/IR area. Even where more courses are available in this area, M.B.A. regulations act to prevent a student from taking more than four courses in any one area of specialization. Such is the case at McMaster and the University of Toronto.

The second school of thought, however, contends that the skills related to the P/IR function are not independent of the skills of management in general but rather complementary to them. Proponents of this viewpoint suggest that to emphasize education and training in the narrow "specialist" area is a disservice to the P/IR function in that it isolates the management specialist from the overall goals and objectives of the firm. Lawrence Appley an American authority on management systems points out the problems of narrow-minded executives in the P/IR area. He indicates that the P/IR specialist should also, if not primarily, be interested in organizational goals for which he needs the other management skills. In general, this view is corroborated by others.

The distinguished American labour lawyer, Malcolm Denise, goes even further. He feels that a liberal arts background is more appropriate. Even though labour relations are becoming more and more far-ranging in scope, Denise feels that this complexity calls for competent generalists, with an

ability to integrate and co-ordinate knowledge and action, in preference to the "how-to-do-it" sort of preparation that in his opinion is typical of many P/IR courses.

An M.B.A. with a major in IR might be an alternative worth considering, because universities should not be emphasizing techniques, and "how-to-do-it" kits. They should be more concerned with training individuals to think, understand, and analyse labour relations. Students should be equipped with a solid theoretical and methodological background and with skills in analysis, criticism and synthesis.

Before pursuing this argument further, let us examine the availability of university programs in this field:

According to Dan Ondrack, an executive of the Personnel Association of Toronto and a member of the University of Toronto Faculty of Management Studies, "surveys last year revealed that at all universities in Canada, [except Québec], there were practically no opportunities for people to take degrees specializing in personnel and industrial relations. Even the few universities with graduate programs in labour relations, most often taught students to be researchers in labour economics and had very little to do with actual practice of labour relations."

The situation in the U.S. is quite different. There, a number of undergraduate and graduate programs offer specialized training in P/IR. Enrolment in U.S. universities has decreased in this area, however, because: (1) employers do not recognize a degree in P/IR as being useful, (2) a person does not need a degree in this field to get a job in this area, and (3) universities are not providing students with what they are looking for in terms of a P/IR curriculum.

Thus, there are too few schools

offering specialization in the P/IR area and those that do offer these programs are not having much success. Even Rezler's own survey shows that only 14 of the industrial relations centres in the U.S. and Canada offer graduate degrees in the IR area.

We return to our earlier suggestion that one alternative might be an M.B.A. with a major in IR. This is what we propose to do at McMaster University. In view of the increasing financial constraints being put on universities in both the U.S. and Canada, it might be easier to revise existing M.B.A. programs (since there are several hundred M.B.A. schools all over the U.S. and Canada) than to introduce new programs.

Our revised M.B.A. program at McMaster University, which began this September, will be a two-year program of 20 courses offered during the day for full-time students and in the

There is growing dissatisfaction among hourly employees with the quality of their work life

evening for part-timers. Many current practitioners are adults with families who cannot afford—even if they could be spared—to leave their jobs and homes to pursue full-time studies on a university campus. The students will be able to major in either personnel or industrial relations, with a choice of nine out of 13 courses in either field in their second year. The first year courses will provide them with general background in finance, accounting, economics, marketing, production management, statistics and quantitative methods.

This program is designed to give students both the conceptual skills needed for general management and

the technical skills required of a P/IR specialist. A plan for a Ph.D. in the areas of labour relations and personnel, has also been drafted for the approval of the university senate.

But what about those who never made it beyond high school? One of the alternatives is graduate programs for non-degree applicants. For example, McMaster University's Faculty of Business admits a small number of highly-qualified students who do not have a bachelor's degree. The qualifications include an admission

test, a minimum of seven years of successful administrative experience by the time they begin the M.B.A. Applicants must be at least 27 years old.

In addition to credentials, there is also a need for on-the-job training and periodic updating of skills. Recent studies indicate that this is already taking place. Most companies pay a minimum of 50 per cent and some pay the total cost of courses directly related to company functions. The employee-relations staff is generally

sent to courses in such areas as collective bargaining preparation and labour legislation. Most firms tend to prefer on-the-job training, however, which usually consists of planned rotation through various parts of the employee-relations department. Other on-the-job training methods include coaching and understudying. The reason for on-the-job training preference is obvious. It does not require a disbursement of funds, and therefore, from an organizational point of view, it is an apparently inexpensive method of training. **19**



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"Now it looks like our customers consist of the have-nots and the used-to-haves!"

A New Trade Strategy for Canada

by Frederick Stapenhurst

The Economic Council of Canada's report *Looking Outward* considers a new commercial policy for Canada designed to meet the needs of, and demands on, this country's economy during the next 20 years. The Council claims that, while protective trade barriers may have been appropriate cornerstones in the past, they are hopelessly out of tune with Canada's requirements for the remainder of the 20th century.

Although Canada's gross national product was expanding quite rapidly until very recently, the increase has been based largely on the rate of labour force growth—among the fastest in the world—rather than on increasing productivity. Indeed, from 1966 to 1973, the annual increase in output per person was only 3.8 per cent—second lowest among major industrial countries. (Comparative figures for other countries were the United States 3.3 per cent; Great

Frederick Stapenhurst is an economic analyst with Canadian Industries Limited, Montreal

Britain 4.6 per cent; France 7.2 per cent; Germany 6.2 per cent and Japan 12.7 per cent). Not only is Canada's productivity growth considerably below potential, which implies that real personal incomes are not as high as they could be, but low productivity is expected to remain a major problem for the remainder of the decade.

Low productivity is expected to remain a major problem for the remainder of the decade

A major reason for this state of affairs, says the Council, "is the smaller size of the Canadian market and the lack of easy access to larger markets that prevent Canadian firms from realizing full economies of scale and specialization." Average plant sizes are smaller than those in the U.S. and many other competing countries, and production runs are smaller. Even where a Canadian plant is as big as its U.S. counterpart, it will tend to manufacture a far wider variety of items and thus be unable to enjoy higher-volume techniques that bring down costs.

The report goes on to state that Canadian manufacturing costs are further inflated because our own tariffs also raise the prices of many inputs to the production process—components, equipment and materials. Also more expensive, because the costs have to be spread over a smaller volume of output, are research

and development, advertising, marketing and various managerial services. There is evidence, also, that technological innovation in Canadian manufacturing tends to lag behind that in other countries as a result of the limited opportunities for greater specialization.

"Lack of easy access to larger markets prevents Canadian firms from realizing full economies of scale"

In addition to this rather dismal domestic scenario, there is an equally disturbing but less recognized trend in international economic power. That is, the emergence of several economic superpowers.

Although the United States remains the world's largest single market, Japan has become an industrial giant in its own right. Then there are the regional economic groupings, the European Economic Community, including all the major countries of Western Europe, with associate status being extended to a broader group in the Mediterranean area and Africa; regional economic organizations emerging in Latin America and elsewhere; and the Soviet bloc, as well as China, opening up after being essentially self-contained.

In 1960, Canada's domestic market was not substantially below the average size for industrial countries. The Council points out that "by 1980, however, the Canadian market will be less than one quarter of the average size of economic units into which these countries will then be grouped. Canada will thus find itself one of the very few countries without free access to a market whose population numbers over 100 million."

But Canada's potential economic problems go even further. As the

advanced countries move into more knowledge-intensive industries, they will transfer the production of standard-technology goods to low-cost, labour-surplus areas like Hong Kong, Singapore, South Korea and Mexico. Indeed, some large developing countries such as Brazil will become major economic powers; Latin America may constitute the non-communist world's fourth major industrial area by the end of the century; and South Korea and Taiwan may well emerge as the "Japans of the 1980s." These countries can be viewed as growth centres whose manufacturing efficiency allows them to compete effectively. But they can also be viewed as competitors, especially in low-cost standard-technology items.

Similar problems may arise in trade relations with communist countries. The relaxation of tension in recent years has opened up not only new markets and investment possibilities, but also fresh competition in natural resources and low-cost manufactured goods.

Although the economic cost of a protectionist policy may be justified if it contributes to other national goals besides growth, there is evidence to suggest that such a policy has encouraged foreign, especially American, investment in Canadian industry, and has led to a subsidization of central Canadian manufacturing by the Atlantic and western provinces. The removal of trade barriers, the Council argues, would not only end many of these inter-regional transfers, but also lead to the reorganization of Canadian industry toward greater specialization and better productivity from which all Canadians would benefit.

That a change in Canadian commercial policy is required seems obvious. The Economic Council is advocating trade liberalization, and suggests large-scale reduction or removal of our own and foreign tariffs together with the elimination or regulation of non-tariff barriers.

The Council recognizes that some Canadians will react nervously to this proposal, that they will argue that such a move would wipe out large parts of the manufacturing sector, causing prolonged unemployment and lower living standards. The Canadian Manufacturers' Association, for example, points out that the well-being of two million Canadians directly employed in Canadian manufacturing industry, and the four million others whose jobs indirectly depend on them, is very much involved and will be vitally affected by the outcome of the debate on free trade. But the Council is "convinced that Canadian industry would be able to reorganize and prosper in a freer trade environment—and in a manner that would provide very considerable gains without a prolonged and painful adjustment process."

"By 1980...Canada will...find itself one of the very few countries without free access to a market whose population numbers over 100 million"

This conclusion is based largely on the assumption that "in the future our preoccupation with the sheer volume of employment will increasingly give way to a concern about the kind of jobs that will meet the needs of a new type of labour force and a new type of economy." Canada's labour force grew at an average rate of 3.4 per cent annually between 1969 and 1974, but is likely to grow at about 2.7 per cent between 1975 and 1980 and about 2 per cent from 1980 to 1985. Thus, the Council argues "in the next decade or so reductions in import protection would be less likely to produce prolonged unemployment difficulties throughout the Canadian economy than at any time in recent history."

The nature of the employment problem of the future is expected to be very different from that experienced in the past. Emerging in the developed nations is a "post-industrial" economy with more emphasis on producing intangibles than on producing goods. Countries with ample highly educated labour have a potential comparative advantage in the more technical and specialized activities characterizing such an economy, with its heavy emphasis on research, technological know-how, follow-up services and a variety of "intangible" products in which the principal ingredient is intellectual capital. Canada is one of these countries. While its labour force may not be the most educated in the world, it ranks very high in that respect, and a liberalized trading environment would open new possibilities for knowledge-intensive enterprises. With access to larger markets, Canadian industries would be able to concentrate on the production of goods and services in which Canada has a comparative advantage internationally and would be able to lengthen production runs, thus bringing further substantial reductions in cost per unit of product.

The removal of trade barriers would...lead to the reorganization of Canadian industry towards greater specialization and better productivity

The reorganization of manufacturing would not necessarily be a painful or costly process. There is now evidence to suggest that only rarely would the dropping of import barriers result in the displacement of whole industries by import competition. In the great majority of instances, the Council suggests, what could be expected is a shift to more specialized production within industries.

Analysis of Canada's position in an open-trading environment centres on comparison of regions internationally rather than on national aggregates. When protection-induced costs are disregarded, locations in Canadian regions, particularly in central Canada, could offer certain advantages relative, for example, to their counterparts in the United States. To exploit these advantages, however, most Canadian manufacturing industries would have to reorganize to specialize in fewer production lines, so they could attain U.S. levels of scale economies.

The Council has concluded "that total gains from free trade would amount to at least 5 per cent of GNP and perhaps somewhat more. For example, an increase of 7 per cent in per capita incomes would give the average Canadian nearly \$650 more income in 1985 (in terms of 1974 prices). Our living standards would be raised permanently to a new level and the prospect of future increases would be enhanced because free trade would increase the efficiency of an important sector of the Canadian economy."

But this does not mean that the various regions or economic/occupational groups would share equally in the increase. The most obvious effect of removing the Canadian tariff would be to reduce the prices consumers pay for internationally traded goods. Removal of our own tariff—and even more so, foreign tariffs—would also involve net gains for producers; but since industry is not distributed evenly across the country, the prospective gains could differ substantially among the various regions. The Atlantic and western provinces, for example, could expect substantial gains with relatively little adjustment and reorganization of industry. Ontario, on the other hand, would face a good deal of industrial reorganization but would have opportunities for much greater gains than the Atlantic or western provinces.

Emerging in the developed nations is a post-industrial economy with more emphasis on producing intangibles than on producing goods

It is in Quebec, however, that the effects would be the most diversified. The resource industries would register more rapid growth under free trade, while some of the manufacturing industries, such as transportation equipment, chemicals and paper products would have their profitability greatly enhanced by freer access to large North American markets (although considerable reorganization would be required). On the other hand, a large share of Canadian production of textiles, shoes and other labour-intensive manufactures is located in Quebec, and if these industries had to face international competition they would experience severe adjustment problems. This competition, however, is likely to increase anyway, and at least a policy of free trade would enable the required adjustment to be carried out in a planned and orderly manner.

The Council report examines various alternatives for Canadian industrial trade. Multilateral free trade is considered the top-ranking option, because it would best serve Canada's long-term political and social and economic interests. The Council urges that "we should make even greater efforts to attain a significant breakthrough in the present GATT negotiations, including unilateral gestures involving substantial, though conditional, cuts in protection."

But reaching world free trade through GATT in the near future isn't very likely. Thus, the Council examines a number of alternatives within the GATT framework of reaching the desired goals more quickly—in particular, it suggests the elimination

of trade barriers on a regional basis. The economic benefits of a free trade agreement with the United States is considered to be much higher than those that could be achieved under a similar arrangement with the EEC or Japan. Of course, wider regional arrangements involving the United States and *either or both* the EEC or Japan would be even more beneficial both economically and politically, but no regional trading community would be feasible and economically worthwhile for Canada unless it included the United States.

"The deepest of all Canadian concerns is, of course, the fear that a Canada-U.S. free trade arrangement would ultimately lead to political absorption by the U.S." says the report. "This is the heart of the matter. The fact is, however, that Canadians have been slow to subject this concern to critical examination." For a start they must ask if free trade would result in a loss of Canadian autonomy or if instead one type of Canada-U.S. interdependence would replace another.

If Canada decides to adopt a unilateral approach to free trade, the Council urges that certain criteria be adopted for selection of industries for sectoral free trade. These criteria fit the non-ferrous metals, iron and steel, and other metal-working industries, as well as chemicals and forest products. Such a policy would be consistent with the recent emphasis in this

No regional trading community for Canada could be worthwhile unless it included the U.S.

country and others on further domestic processing of industrial resources. Canada's bargaining leverage in resource products, however, should not be used as a basis for setting up new trade

Further Comments on Free Trade

Two international agencies have recently commented on the issue of free trade. The **World Bank**, in its annual report for 1975, urges the industrial countries of the world to liberalize trade in an attempt to overcome the almost insurmountable economic hardship currently facing Third World countries. "For the one billion people living in low-income countries, the economic events of the past year have meant that average real incomes have not risen at all," says the report. Furthermore, it is considered "essential for the industrialized countries, headed by the United States, to lift the barriers against imports of primary products and adopt more liberal policies on importing manufactured goods from the developing world to head off a worsening situation." Without such a policy move by the industrialized countries, the real income of the people of the Third World is likely to grow by less than 1 per cent per year for the remainder of this decade; the Bank regards 6 per cent as necessary for "a reasonable level of economic and social development."

"Export or starve" is the rather glum message to the Third World countries conveyed by H.F. Lydall's report on "Trade and Employment" published by the **International Labour Office**. Many developing countries are currently faced with an unpleasant but critical choice: either reduce oil imports and suffer losses in production and jobs, or cut back the supply of other badly needed products such as food and fertilizers.

According to Lydall's study, trade liberalization would promote employment in developing countries and reduce the flow of migrant workers from these areas to the advanced states; it would also shift resources in the industrialized countries toward activities with high productivity. Moreover, the increased demand from a more prosperous Third World would more than offset the reduction in employment in industries affected by the imports from developing countries.

distortions but for eliminating the existing barriers that prevent Canada from exercising its real long-run comparative advantage.

While the Economic Council seems convinced that Canadian industry would be able to reorganize and prosper in a free trade environment, a set of complementary policies would be required to aid adaption to the new conditions. In particular, they would have to ensure that the free-trade gains to the country as a whole are not achieved at the expense or injury to particular groups or regions.

Because of protective policies, present

costs and prices in many Canadian manufacturing industries are higher than those in other countries. If much freer trade were introduced before affected industries had a chance to adjust to the new situation, the impact on output and employment would be adverse in many cases. The Council advocates that these initial effects be mitigated by appropriate complementary policies. Financial and other forms of assistance could be provided through the existing General Adjustment Assistance Program and possibly the Federal Business Development Bank, while the manpower assistance programs available under the Textile and

Clothing Board Act, for example, could be extended.

Although there is a separate question of assistance to regions as opposed to firms and individuals, area redevelopment programs through DREE and the provincial governments could be utilized.

There are a number of weak points in the Council's analysis. In particular, the analysis of productivity growth adds little to previous studies and begs the question—given that Canada is at the bottom of the world productivity league, how did protectionism contribute to putting us there? This is a particularly important question since the United States, with a domestic market of 200 million people, is right there alongside Canada in having had relatively low productivity growth. Moreover, the Council, in arguing that unemployment difficulties are unlikely to be a major problem in the 1980s, predicts a decline in labour force growth to 2.7 per cent, 1975-80, and 2.0 per cent, 1980-85. However, labour force projections are difficult—for example, although the participation rate for men probably won't change much in the future, the participation rate for women is much more sensitive to economic conditions. If the unemployment rate were to remain high, the participation rate for women may well stop increasing at its historical rate. In 1972 the Economic Council published projections pointing to an increase of 13.3 per cent in the labour force between 1970-75, with a workforce totaling 9,488,000. The likely figure is now close to 10 million—some 500,000 more workers than the Council anticipated.

And as far as the inefficient aspects

Setting up a free trade area without first dealing with the foreign ownership problem would simply ensure that Canadians never regained control of their economic destiny


of Canadian industry are concerned, other government studies have argued that the main cause is limitations imposed by a high degree of foreign ownership. Setting up a free trade area without first dealing with the foreign ownership problem would simply ensure that Canadians never regained control of their economic destiny. The Gray report on foreign ownership said, in a free trade environment, "the typically larger U.S. firms would adjust first.....subsequently they would rationalize production between their U.S. and Canadian plants. In doing so, they would almost assuredly centre all innovative and creative activities at U.S. headquarters."

One result of the present high degree of foreign control is that Canada now finds it difficult to build up its manufacturing sector. Last year, for example, it bought \$9.5 billion more in finished goods from abroad than it sold; but in raw materials Canada sold \$5.5 billion more than it imported. This "hewer-of-wood" pattern may well widen with free trade as manufacturing industries move closer to the big markets, i.e. South.

Also, the Council's discussion of non-tariff barriers to trade is rather sparse, partly no doubt because their effect is

hard to define. Yet Canadian industry, with some justification, feels that it gets by far the shorter end of the stick on non-tariff barriers, and that it is not fair to say that Canada is a highly protectionist country without a more careful consideration of other countries' myriad of non-tariff barriers.

It is on social and political grounds, however, that one may be most sceptical. The Council suggests that free trade would not lead to more political and cultural dependence for Canada on the U.S., and argues that free trade in other parts of the world have not weakened national identities. But the Council is talking about countries of comparable size with different languages, long histories and established cultures. Canada's population is less than a tenth that of the United States, it speaks the same language, and is already bombarded by American culture. Free trade would probably draw the United States and Canada closer culturally and make it harder to preserve and strengthen the Canadian identity that the national economy is intended to serve.

Canadians should be taking a hard look at the alternatives before them. Does Canada retain control of its economy via continued protectionist policies and run the risk of degenerating into a third-rate industrial power, with a GNP per capita ranking as low as 11th in the world by 1985, or does it follow the Council's advice and actively pursue a policy of free trade—and run the risk of even more U.S. influence on its economic, social and political life? It is just as well that the government is unlikely to adopt the Economic Council's proposals in the near future—at least Canadians have some time for some hard thinking. 

Radical Solutions for Tough Times

by John Bank

"We don't want more cake, we want the bloody bakery," was once a slogan among members of Britain's Trades Union Congress. This September, the 1,000 TUC delegates at Blackpool, representing 10 million members, were more interested in putting bread on the table than in owning the bakery. By September, unemployment had reached a postwar record of 1.25 million, with predictions of 1.5 to 2 million jobless by late winter. Prices had risen at 26 per cent a year—2.5 times greater than in Canada. The crisis—to be sure—was partly one of labour's own making.

The social contract, a voluntary incomes policy hammered out at last year's congress, collapsed. Wage claims, which were not to exceed the inflation rise, surged to 31 per cent on average, with some claims hitting 60 per cent. The pound weakened.

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Britain won obituaries in the world press.

But there were no tears at the annual TUC conference. The social contract adopted with acclaim just 12 months earlier had served its electoral purpose. It had been used during the October 1974 poll to keep the Labour Party in power and to give it a working majority. With an edge in Parliament, the unions had key legislation passed. Now, a year later, the TUC was willing to move from the loosely-defined social contract to the

government's clear-cut limit on pay increases—£6 (about \$13) a week.

The congress was carefully orchestrated to secure the broadest possible support for the new social contract. TUC President, Marie Patterson, in her keynote address said: "But if in the coming year all who are in a job—and I mean all, not just some of them or most of them—accept a standard flat-rate increase in their pay packets, then the increases in prices and unemployment can be checked before they reach the level of disaster.

"An equal increase in pay for everybody is rough justice but it is not as rough as mass unemployment or as unjust as making the poorest of the poor even poorer. What is more, it runs parallel with the movement towards equal pay to which all of us

in the trade union movement are committed."

Six Pound Limit

TUC General Secretary Len Murray noted that Britain was facing three crises at the same time—world recession, domestic inflation and industrial obsolescence. "Our dilemma is that we have to tackle all three problems simultaneously. The stark reality is that some people, for a time, are going to suffer some reduction in their living standards.

"I know too that pay rises have not been the primary cause of our poor economic performance over the years. We are a low-wage country. That is because our country's industrial performance has been low, below that of our competitors; because investment has been too low and too often in the wrong places; and because, in turn, productivity has been low.

"We cannot put that right in real terms merely by paying ourselves

more money. The last year has shown that. In recent months increases in incomes have been the major factor in rising prices...we cannot deny that some action is needed on the pay front."

At the heart of the TUC's policy, as Murray pointed out, was a special understanding between the trade unions and the Labour government. He told the conference that the TUC had been promised major initiatives from the government in economic and industrial planning. The TUC was demanding that the government reflate the economy selectively and that it come up with emergency measures to protect jobs. These included temporary import controls.

The £6 flat-rate figure was developed to harmonize with the government's determination to reduce inflation to 10 per cent by mid-1976. But while the government saw the £6 figure as a top cut-off point for new wage increases (not a guarantee of an extra £6) the TUC made it clear that it was a flat-rate target for all workers.

Murray admitted that the new policy

would upset many trade unionists who take pride in their differentials. "We believe they will recognize that the worst differential is between the man with a job and the man without a job."

Jack Jones, general secretary of Britain's biggest union, the Transport and General Workers' Union with 1.8 million members, put the motion for the new social contract. (The £6 flat-rate rise was largely Jones' idea.) The former scourge of Britain's docks and "godfather of the Left," Jones made a passionate plea for the policy.

"I yield to no one in my commitment for a strong shop floor organization to achieve good wages and working conditions. But the union I lead has never approved the idea that trade unionism is a licence for everyone to look after themselves and to hell with everyone else."

Jones ticked off the same reasons for supporting the policy that Len Murray had offered. Failure to vote for the £6 limit, he said, would lead to the fall of the Labour government and economic ruin for Britain.

The TUC approved the recommended £6 flat-rate plan by a comfortable two to one majority. The actual card vote on the TUC's economic policy paper itself, produced a 6.9 million to 3.4 million majority.

The actual voluntary pay restraint is for 12 months only. But many observers see it as the TUC's first step in a major new economic planning exercise with the government—one that will run till 1980.

For Jack Jones, whose commitment to socialism in his youth prompted him to join the international brigade and fight for the Republic in the Spanish Civil War, the TUC adoption of his £6 policy was a personal victory. It was his idea. He sold it to the government first and then to the unions. "I'm

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More than 1,000 delegates attended Britain's annual Trades Union Congress in Blackpool.

absolutely committed to the policy," he said, "We've got to make it a success. We have to get the whole of the rank and file of the trade union movement, not just congress and the delegates to congress to support the government's policy to get maximum public support."

Has he, himself, moved in from the Left, where he, with Hugh Scanlon, was one of the "terrible twins," the "scourge of the employers," and the champion of collective bargaining?

"I'm still responsible for doing a lot of collective bargaining and the £6 across-the-board policy doesn't remove the need to bargain locally or nationally with employers."

But—even Jones must admit—it's no longer the free, untrammelled collective bargaining Britain's more than 500 trade unions have been used to. The question remains, given the uncertainties of the country's economics and the unprecedented partnership the trade unions now have with government, whether they'll get back to it.

On the broader question of who runs Britain, an answer may have emerged from the TUC. One delegate referred to the TUC as a new branch of government. Fraternal delegate from the Labour Party, MP Fred Mulley, said: "I do not recall a time when there were closer or better working relations between the TUC and the Labour government or between unions and the Labour Party than at the present time."

"It is right that the trade union movement should have greater influence and power in the decisions affecting the economic life of the nation at all levels, from the factory floor to national economic planning," Mulley said.

Len Murray cautioned, "Anyone in the Labour government who believes that this week the TUC acceded meekly to

all the measures introduced in the *Attack on Inflation* policy, must live in the same 'cloud cuckoo land' inhabited by most Fleet Street leader writers. Unless the government is seen to be tackling the problems of unemployment, the confidence of trade unionists in this policy will erode."

Yet the style and policies of the TUC on the economic front is clear indication that Britain's trade union leaders will be numbered among the country's rulers—at least for the next 12 months.

Mixed bag for women

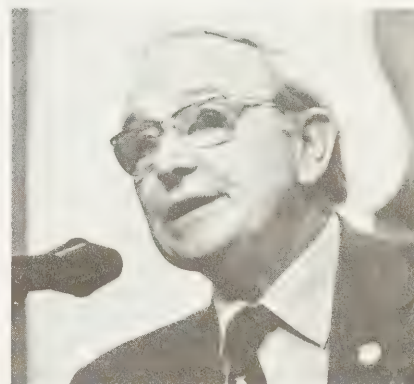
Out of the 107 TUC conferences, only five were led by women presidents. This year's president, Marie Patterson, didn't come with cap in hand. "We should ask ourselves whether in our trade union movement the doors of opportunity are open as much to women as to men," she said in her opening address. "It is not lack of interest or lack of ability that causes women to be under-represented in this congress and in union executive committees and as full-time officers. I doubt if it is fair to say that trade unions have discriminated deliberately against women," she said. "There is no inbuilt discrimination—no discriminatory rules, but is our practice always as good as our theory?"

Some women delegates would argue that even the theory isn't good. They watched a 10-point Working Women's Charter, which had been adopted by several unions at their own conferences, voted down on a card count of 6,224,000 to 3,697,000. The TUC's general council, reserves two out of its 38 seats for women, but one of its token women, Audrey Prime, spoke against the women's charter. She argued that the TUC already had its own 12-point charter for women.

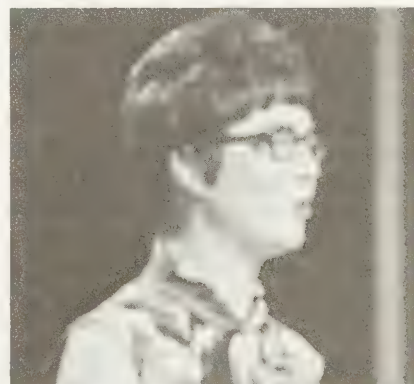
Congress voted overwhelmingly to campaign against moves to change



Len Murray, TUC general secretary told delegates that Britain faces the crises of world recession, domestic inflation, and industrial obsolescence.



Jack Jones, general secretary of Britain's largest union, demanded a new social contract for British workers



Marie Patterson, a TUC president, says unions sometimes discriminate against women.

John Bank

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John Bank

Britain's permissive abortion laws, and to promote free abortion and contraception-on-demand for all women. It is the first time the TUC has come out in favour of abortion and contraception on demand.

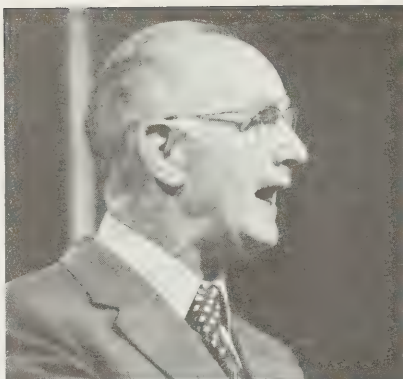
Nearly three out of every 10 members in the TUC are women. Yet there have never been more than 84 women among the 1,000 TUC delegates. Among the full-time officers, men outnumber women by 32 to 1. In 1946, the General Council had two women members, the same as today. Earlier this year, when the TUC women's conference called for the allocation of two out of the 38 general council seats to be increased by one, the general council asked the women to wait.

To Be Young and Unemployed

In a passionate appeal to congress to do something about the swelling ranks of unemployed school leavers and young people, Hugh Scanlon, president of the engineers union, doubted that there was any more poignant issue facing the congress than the hopelessness of the unemployed young.

"Every year, half a million young people leave our schools, our technical colleges and our universities. They are young, idealistic, they are hoping for the first time in their lives to help themselves earn a living or commence a career." They represented the culmination of a minimum of 16 years' hard work by parents, teachers, educational authorities and others. And what has happened? Scanlon asked.

The August figures for this year showed that 158,000 of them were unemployed, compared with 56,000 last year—an increase of 283 per cent. "What a waste, what a



John Bank

Hugh Scanlon, president of the engineers union, deplored the plight of Britain's unemployed young people

condemnation of our society and ourselves, if we allow this to continue," Scanlon said. Their plight was directly linked to the downturn in Britain's economy, largely due to a lack of investment. But investment meant much more than new machines.

"A far more precious investment is the training and education of our young," Scanlon said. "We know the argument of economists that no investment in training facilities can be made unless future economic prospects justified it. There will be no economic future for Britain, whatever sacrifices or restrictions the British working class accept, unless there is a full scale investment in the training of our young."

Using the most recent figures from 1973, Scanlon made his case for investment in training. In that year 140,500 boys entered employment, but only 66 per cent of them entered employment with apprentice training; 33,000 entered employment that provided no training. At the same time, 107,000 girls entered employment, but only a handful—5,000—began some form of apprentice training, and of those, half were apprenticed in hairdressing.

Workers' Control

In the summer of 1973, workers blockading the Triumph motorcycle factory at Meriden, near Coventry, England, voted to carry on their fight against the factory's closure. An employees' co-operative was formed, to continue manufacturing the Bonneville machines for which Meriden is famous. After a bitter struggle and a fierce waiting-game, the workers' venture began operating. By fall it had secured a £5 million loan from the government.

While delegates to the TUC were discussing a motion on "work-ins" and occupations of plants, workers at another Norton Villiers Triumph motorcycle factory were blockading the plant at Wolverhampton in the West Midlands. They were protesting cutbacks in jobs. Some 200 of them descended on the TUC conference to demand more vigorous action from their national union officials to prevent redundancies.

The TUC passed a carefully worded motion supporting "work-ins." It said: "Congress recognizes that the occupation of plants and factories, sometimes including the maintenance of work within those plants, has become an accepted feature of the struggle by working people to prevent closures, unemployment, and loss of job opportunities. Congress calls for changes in the law that would enable such occupations to be treated as accepted forms of industrial action, with immunity from legal proceedings. Congress particularly draws attention to the problems arising from merchant ships being homes as well as workplaces for seafarers."

An industrial democracy motion was put by Roy Grantham of the Association of Professional, Executive, Clerical and Computer Staff (APEX). "The real decisions on investment, on product change, on changes in plant or location are taken by the boards of companies, and trade unions can no

longer operate by merely responding to or opposing the consequence of such decisions weeks, months or years after they have been taken," he said.

He demanded a change in British company law, which expressly rules out workers being on the boards of private enterprises, and stated the TUC goal of 50 per cent of the seats on the board of directors.

"We must of course allow experiments and diversity...because we will not get it right in a few days or a few months," he cautioned. "We are embarking on something that will take 25 years to change the kind of society in which we live."

Just as collective bargaining developed over time, so industrial democracy would be built up based on experience. Joint consultation below board level was absolutely necessary—at plant, at district and at local board level in the giant corporations. Companies in Sweden, Grantham explained, spend 50 per cent of their managing time in direct consultation with workers to get agreement before action is taken. He insisted that the employees had to have the power of veto over mergers and takeovers. "We have as much right (to be heard) in the jobs of our members as the shareholders have in their shares," he said and urged members of the TUC to confidently get on with the practice of industrial democracy.

The Society of Post Office Executives had the motion amended to make it clear that the TUC "rejects any form of participation in management that would weaken essential trade union independence." Spokesman Mike Townsend, worried about workers participation on the board compromising trade union collective bargaining, expressed reservations. He quoted from a speech by Tony Benn, secretary of state for energy and spokesman for the Labour Party Left,

to put his union's concern succinctly: "In my opinion, industrial democracy has got more to do with disclosure, possibly much more to do with planning agreements, than it has got to do with taking an active trade unionist, locking him up on a board, glutting him with science, cutting him off from his members and then trying to use that as an excuse to get organized labour to do anything that the board wants."

The industrial democracy motion, which carried unanimously, simply reaffirmed Congress' decisions taken in 1973 and 1974 in favour of an extension of industrial democracy, and legislation by Parliament to bring it about. The TUC recommends enactment of legislation that would enable, but not require, the establishment of two-tier board structures—supervisory boards to formulate the corporate strategies of the enterprise and to appoint management boards to carry them out. Workers would be equally represented on the supervisory board and chosen by a process determined by the unions represented within the individual enterprises. In such a structure the workers could exercise their power of veto in significant investment decisions, mergers, takeovers, and plant shutdowns or major redeployment.

The proposal is a massive extension of trade union power to be achieved with legislative aid. The underlying assumption in it is that trade unions are synonymous with workers and that trade unionism is synonymous with industrial democracy.

Pensions

Britain has eight million old age pensioners. Their champion is Jack Jones. Year after year he pleads their cause before the TUC. On the eve of the TUC conference, Jack Jones told

a massive march of about 15,000 pensioners and trade unionists in Blackpool that he would demand a pension of 50 per cent of male average earnings for a married couple and about 33 per cent for a single person.

Jones, who at 62 is approaching pension age himself, kept his promise on the conference floor. He moved a motion calling for the substantial increases.

If the labour movement fought for anyone it must be for the pensioners above all. "It shouldn't be a crime to be old," he said. But society treated old people as if it were. Over three million were living in poverty and millions more on the brink. He argued that pensions should be adjusted every three months to bring them in line with the cost of living, and once a year to keep them in line with average earnings.

The motion passed together with another pensions resolution calling for a reduction in the pensionable age to 60 for men, which was already TUC policy.

Links with Europe

The TUC voted to continue its efforts to establish closer relationships with trade unions in the Soviet Union and East Europe, despite criticism of the Communist Party's role in Portugal.

Congress approved a resolution calling for a British initiative to draw the International Confederation of Free Trade Unions (ICFTU) into closer relationships with the Prague-based World Federation of Trade Unions.

Jones said the British trade unions were prepared for "constructive participation" in European affairs now that the British people had voted to stay in the European Economic

Community. But he also warned that British unions would "not tolerate inaction, bureaucratic complacency or red tape frustration" either in the EEC or in the European Trade Union Congress.

The Congress vote to participate fully in EEC institutions will see some 50 or more TUC men and women on a score of EEC committees from now on. Jack Jones will head an eight-member delegation to the Economic and Social Committee (ECOSOC), chief advisory organ to the EEC. Five of the group plus Len Murray are on the general council.

There are 17 committees, apart from ECOSOC, and there are plans to create ad hoc ones to discuss employment in the construction, textiles, automobile, chemical and glass industries.

Jones made an urgent appeal to the governments of West Germany, the U.S. and Japan, as well as the AFL-CIO, to stop their financial boycott of the International Labour Organization in Geneva over the admission of the Palestine Liberation Organization as an observer.

"We do not believe that the answer to political disagreement is to disrupt the ILO," Jones said. It is a "vital instrument for workers progress."

Congress passed a motion expressing "deep concern over the Government's arbitrary decisions in the public expenditure field over the last year" and expressed TUC opposition to any reductions in the level of social and public services.

It unanimously adopted a resolution stating that "an essential element in any social contract shall be a commitment by the government to allocate adequate resources to the health and social services, thus maintaining a high standard of treatment and care. It said further cuts in public expenditure for housing,

education and social services would be regarded: "as an intolerable attack on the living standards of working people and a fundamental breach of the social contract."

Import Controls

The TUC demanded that the government implement selective import controls to avert further redundancies in a wide range of endangered industries. Delegates gave overwhelming support to a motion that demanded limits on imported textiles, clothing and footwear. Putting the motion, Derek Lambert, of the National Union of Hosiery and Knitwear Workers, claimed that three industries—textile, clothing and footwear—were losing 6,000 jobs a month because imports were rising at an annual rate of 20 per cent. Some knitwear goods coming into the country, he said, were being marketed at a price lower than the cost of their raw materials for British producers.

Bert Comerford of the National Union of Footwear, Leather and Allied Trades, said that the footwear industry in 1968 was producing 200 million pairs of shoes with a labour force of 100,000. Last year the figures had dropped to 175 million pairs of footwear and 80,000 workers.

The threat posed by imports to jobs in the TV tubes, glassware, motor cars and electronics industries had been referred to repeatedly throughout the conference. Len Murray reaffirmed that the TUC would not relax its pressure for selective import controls.

Other Matters

The conference called for nationalization of all British oil exploration enterprises, and demanded that multinational companies use

mainly British people and companies to build oil rigs in the North Sea projects.

A plea for the TUC to make fresh efforts to encourage a solution to the conflict in Northern Ireland was made by Ray Buckton, general secretary of the Associated Society of Locomotive Engineers and Firemen. He moved a motion calling on the government to introduce a Bill of Rights for Northern Ireland that would "ban all forms of discrimination on religious grounds and guarantee free democratic elections." Most of the more than 1,300 dead and 13,000 injured in the conflict were working people.

Buckton asked general council to explore the idea of calling a summit meeting of all U.K. trade unions to discuss solutions to the intractable problem.

Great Britain's entertainment industry was called "a disaster area" by Peter Plouviez, general secretary of the British Actors' Equity Association. He said that all branches of the entertainment industry were in jeopardy, though they once were the envy of the world. He successfully moved that congress should ask the Prime Minister to convene an inquiry into the present state and future prospects of the entertainment arts. The Association of Cinematograph Television and Allied Technicians lamented the loss of film studios, a decline from 27 to 7.

Congress reaffirmed its opposition to apartheid and pledged its support for policies "designed to produce majority rule in South Africa and Rhodesia and which will end the illegal occupation of Namibia by South Africa."

The successful motion said that these objectives could be best assisted by close co-operation with the South Africa Congress of Trade Unions and by pressing the British government to take all possible steps to withdraw

investment by British companies in South Africa.

Spain was also on the TUC's international agenda. Congress called for support "for all those in Spain who are fighting for an end to Fascism, and for the establishment of democracy." The TUC pledged itself to help Spanish workers in their struggle for free and democratic trade unions.

The United Farm Workers of America received support from the TUC. The general council reminded the delegates of its endorsement of the UFW's organizing campaign among fruit and vegetable workers in California, asked unions "to take whatever action they could in support of the UFW" and asked consumers "to refrain from buying California grapes and lettuce, which might be dumped in Europe since the UFW had secured an effective consumer boycott in the United States."

Greetings from Canada

Donald Montgomery, secretary-treasurer of the Canadian Labour Congress, told TUC delegates: "The obvious problems of rising unemployment, and the continual erosion of the membership's purchasing power, are of such a magnitude that I would be most unwilling to trade our problems for yours. Ours seem rather insignificant by comparison."

"Although in Canada we are concerned with the rate of inflation, which was 10.9 per cent in 1974, and for the 12 months ending June 1975 was 10.5 per cent, we are somewhat comforted by the fact that average earnings in 1974 increased 11 per

cent, and for the 12-month period ending May 1975, the increase in average earnings was 14.7 per cent," he said.

"While the unemployment rate is over 7 per cent, the benefits paid to the workers who are without jobs has minimized their difficulties," Montgomery said. "Workers on layoff receive unemployment insurance benefits that average \$83.64 a week."

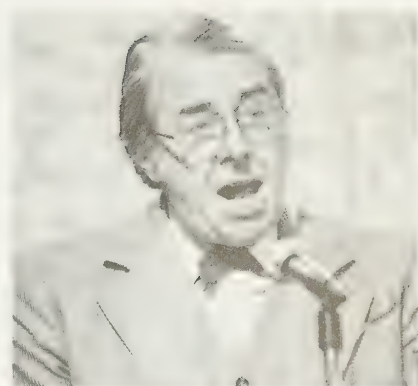
Montgomery boasted of Canada's oil-sufficiency and noted the global shift in power from highly technologically-orientated countries to those who control natural resources. Canada was rich in both, and "is now emerging from the shadow of the United States of America and is asserting herself as a nation to be reckoned with."

Montgomery declared that Canada was a founding member of the International Confederation of Free Trade Unions (ICFTU) and has remained one of the active members. "I believe it important that I tell you that the Canadian Labour Congress intends to remain an active member of the ILO," Montgomery said with a ringing determination that brought great applause from the delegates.

Montgomery underscored Canada's desire for strong links with Europe. "I come here to strengthen Canada's ties with the free trade unions of Europe... We are determined, as is our government, to become and remain a part of the European community," he said.

What did Donald Montgomery think of the £6 wage policy?


"You do things in time of crisis that go against your trade union principles," he said in an interview. The TUC was "buying time" and



Donald Montgomery, CLC secretary-treasurer, told TUC delegates he wouldn't trade Canada's economics problems for Britain's.

trying to survive the winter. It was trying to break through the crisis to return to normal economics when it would have more options. "The unions can protect themselves," he said. "But unemployment and inflation together multiply not add to the problems faced by people least able to defend themselves—the unorganized, the pensioners, the poor. From a humanitarian stance, from the point of view of being their brother's keeper, the TUC is doing more than it might be doing if it were practicing free collective bargaining."

The British people seem to agree with Donald Montgomery. A Gallup Poll conducted for a leading national newspaper showed that 77 per cent of the general public and 76 per cent of trade unionists approved of the £6 policy.

The question remains: will the British trade unions keep the new social contract? Will the government do its part? Britain's survival hangs in the balance. 

Health and Safety Conference

Unions Seek Safer Working Conditions

Increased emphasis by members of union safety committees and other workers on monitoring potentially dangerous substances and other unsafe conditions in the workplace is anticipated following the Canadian Labour Congress' 9th biennial conference on health and safety in Winnipeg, September 22 to 25.

The 240 delegates from across Canada were told by technical experts in the field of occupational health as well as by union spokesmen that they have the primary responsibility for documenting occupational diseases previously unrecognized by workers' compensation boards or other agencies.

The consensus seemed to be that unionists cannot afford to trust unilateral action by governments, employers, researchers or even the medical profession to safeguard workers' health and safety.

Delegate after delegate made it clear that unions should have their own doctors and keep their own "profiles" on members' health; that governments and universities should not only disclose all their findings concerning health hazards but also combine to conduct adequate research into industrial perils; that companies must openly declare what chemicals and substances are used in their products and processes.

The conference revealed deep-rooted concern not only about present, known dangers threatening workers in Canadian industry but also about unknown perils. Experts and union delegates appeared unanimous in their opinion that the pollution of workers' bodies by noise, by asbestos fibres, grain dust and the like may be only the tip of the iceberg—that many other unknown substances are actively contaminating workers or will come to the surface after lying latent for long periods.

In welcoming the delegates, CLC Executive Vice-President Julien Major said: "An important reason for the

improved understanding of others concerning the working milieu is the result of the increasing numbers of scientific studies that show work can be dangerous to health. The harm may result from poisonous gases in the air we breathe, as well as from dangerous substances or tools."

Although, as yet, joint safety committees are not mandatory in all jurisdictions in Canada, "workers in every province must accept responsibility for ensuring the establishment of effective joint safety committees, as well as regular safety checks of equipment and the effects of exposure to dangerous substances," Major said.

In her keynote address, Dr. Jeanne M. Stellman, a New York chemist, blamed governments and industry for inadequate research on the likely effects on workers of new substances. She noted that the money allocated to research on occupational hazards in the plastics industry in North America has been niggardly in comparison with the "stupendous" economic growth of the industry.

When the United States, under the Occupational Safety and Health Act, set a maximum exposure standard of one part per million for vinyl chloride, major U.S. manufacturers using this substance claimed that it was "impossible to meet," Dr. Stellman recalled.

"By contrast, the two Swedish plants that produced the chemical, one of them 20 years old, were able to meet the one-part-per-million standard without any production method changes," through technical changes and the installation of "sophisticated exhaust ventilation" as required, she said. "The Swedes did not cry disaster. They simply acted quickly in the interests of life and health."

Stellman, health and safety consultant to the Oil, Chemical and Atomic

Workers' International Union, has a personal battle plan against vinyl chloride. If there's a choice between a glass bottle and a plastic bottle of pancake syrup, she buys the glass bottle. If meat is wrapped in plastic in the grocery store, she rewraps it in wax paper before she puts it in the freezer at home. That way, you can keep exposure down, she said.

Stellman said the plastic bottle and the plastic wrap are only two of hundreds of thousands of products in which vinyl chloride is used. And vinyl chloride is linked to cancer.

She said millions of North American industrial workers and consumers are in peril of developing cancer because of the sloppy regulations and cheap, profit-oriented production processes in the plastics industry. Neither government nor industry have taken the initiative to make both the work and the product safer for human beings, she asserted.

The labour movement isn't pulling its weight either, Stellman added. Unionists aren't applying sufficient pressure to alter legislation. The

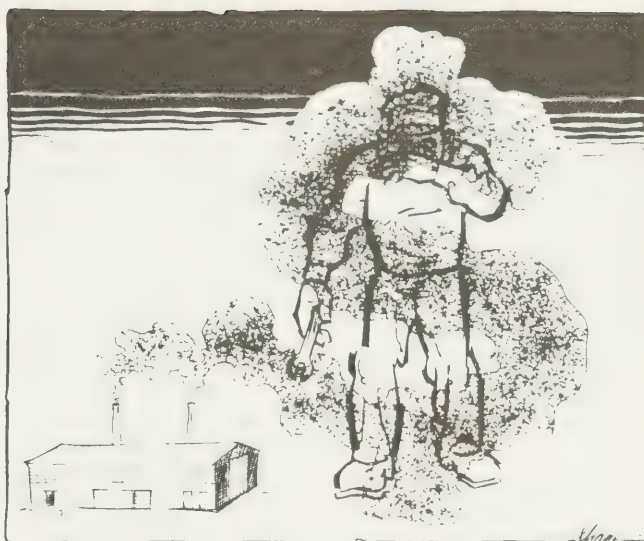
labour movement should hire more highly skilled technologists to help solve the purely technical problems that threaten the consumer in general and industrial workers in particular.

Dr. Stellman said she knows of unions that have threatened to go on strike or have indicated they didn't care if whole plants went out of business, thus prevailing on industry to clean up its production processes and improve its plastic products.

But "workers should not be confused into believing that such environment problems are purely technical. They are not. They are the same problems you face every day, the same struggle for decent working conditions."

"We have a right to control what is produced, how it's produced and why it's produced."

As long ago as 1949, scientific research pointed to the dangers of vinyl chloride but, even though liver disease was found in laboratory animals exposed to it, no really intensive research into its toxic effects on human beings was carried out.



reprinted from Canadian Labour Comment

"Science costs money and when research involves test animals, the facilities and expense require financial support," Stellman said. "Clearly, the history of vinyl chloride research shows that expenditure of these funds was not a priority of government or industry in any country in the world."

The Manitoba government's director of occupational health services, Dr. William Krywulak, thinks that in the matter of job safety, many small industries are ignorant and many large ones are arrogant.

Krywulak told delegates to the conference that the prime need in Canada today is to know exactly whose job it is to assist workers and industries, whose job it is to promulgate standards, and whose job

it is to enforce health and safety legislation.

He said there is evidence of fragmentation in government efforts to protect the lives and health of workers. There are variations from province to province. For that reason, "there is a need for more initiative and leadership at the federal level, and there is a need for better, updated and uniform legislation."

He said strong unions, as well as non-unionized people, need much enlightenment and education. He noted that it isn't difficult to find workers on the streets of Winnipeg operating pneumatic drills and jackhammers but not wearing hard hats, gloves, goggles or earmuffs.

"If they were working in a shop where there was a possibility a machine might sever their limbs, they would undoubtedly take all precautions."

Krywulak emphasized the sharing of responsibility by workers and their unions with employers and governments. Workers have the right to demand protective devices and other measures to monitor and reduce hazards in the workplace, management to provide such protection for all workers affected, and governments to co-ordinate enforcement, he said.

Ken Valentine of Toronto, an official of the United Steelworkers of America, said increasing concern about safety may mean asbestos mines throughout the world will be closed down within the next 10 years.

He said asbestos safety standards have to be made stricter and fibres eliminated from the environments in which men work. "This means the age of asbestos may be coming to an end."

Instead of requiring workers of their representatives to prove certain substances are dangerous, companies should be required to prove the substances are safe, Valentine asserted. Moreover, disabled workers should receive compensation unless their employer can prove the disabling disease was not caused by the job. Japan has such a procedure in effect now, he said.

If a worker is disabled, compensation should equal the worker's normal wage plus an extra \$500 a month "for the insult to his body." The Steelworkers also propose that in the case of a worker killed on the job, the victim's estate should receive \$50,000 with an additional \$5,000 for each year shown off his or her average life expectancy.

Medical and work profiles of workers, put together by such agencies as



Posters help alert workers to hazards in the workplace

workers' compensation boards, should be widely used, Valentine said. These profiles would help to identify not only situations imperilling the individual worker but also those threatening a whole industry.

Dr. Alex Phillips, assistant executive director of the National Cancer Institute warned of the time-lag, as much as 30 years, between exposure to substances that may cause cancer and evidence of the disease. "Preventive measures in terms of malignant diseases can only be developed on the basis of exact identification of the agent responsible for the causation of the disease," he pointed out. "Undoubtedly the next step in cancer prevention will be the organization of special investigation of limited segments of the working population to test current hypotheses about cancer causation," Phillips said.

Stuart Harding, of the Industrial Accident Prevention Association of Ontario, stressed the importance of audiometric testing, whenever workers regularly notice discomfort due to noise levels at the workplace. While reduction of dangerous noise is preferable, the first step often is the provision of such protective devices as ear plugs or muffs, he said.

The federal government should get down to the business of solving problems caused by grain elevator dust, W.G. Gilbey, secretary-manager of the Saskatchewan Federation of Labour, told conference delegates.

A study made in 1971 of dust levels in grain elevators is being used to cover up dangerous conditions in the Canadian grain industry, he charged. The study, he said, was scientifically inaccurate.

Replying to Gilbey's statements, R.H. Elfstrom, chief of the occupational health and safety branch of the federal labour department, said that the chest X ray survey found no evidence

of silicosis among a group of 2,696 people with 15 or more years' experience working in grain elevators but that grain elevator air samples contained "significant amounts of silica," and any silicosis would first become evident in persons with long exposure to concentrations of silica dust of this general magnitude.

Of the 2,696 tested, 63 workers showed "non-disabling lung markings. While lung abnormalities could not be specifically identified as being the result of breathing grain dust, neither could the connection with grain dust be ignored," Elfstrom said. Other independent studies, he added, had not established a specific identifiable connection between the inhalation of grain dust and lung abnormalities. The relationship was however, being further studied jointly by Labour Canada and Health and Welfare Canada.

Elfstrom said that field surveys made

in grain elevators disclosed that many of the workers had been wearing dust masks that provided little protection but that these had been replaced. He also said that the combination of grain dust inhalation and smoking resulted in greater lung function problems than either of these two irritants by themselves.

A program of installing mechanical ventilation and other methods of improving respiratory protection, which grain companies were told to begin after the results of the 1971 survey were available, was 50 to 75 per cent completed, Elfstrom said. Federal legislation holds employers responsible for meeting safety standards.

Gilbey said medical specialists had argued that the 1971 survey would be meaningless because the type of X ray used would reveal nothing about grain dust effects. He also said 25 per cent of persons adversely affected



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"I'll get to the root of your trouble...even if it takes an autopsy."

by grain dust had never been smokers; and that seven people in the Saskatchewan test group had quit their jobs and were on compensation because of excessive dust inhalation. But these statements were reportedly not substituted by Gilbey.

Elfstrom outlined current structure in the federal government for occupational health of workers, as well as protection for consumers, and co-ordination with provincial agencies. He emphasized the importance of workers' education concerning occupational hazards, self-protection and monitoring the effectiveness of existing hazard control measures. Legislation should be regarded as a floor "for effective action by all interested parties," governments, employers, and unions or workers, he said.

Roy Francis of Vancouver, a rail union delegate, accused the federal labour department of procrastinating on workers' safety problems. On the

other hand, Erich Ewart of Vancouver, business agent for the International Woodworkers of America, said unionists themselves hadn't come to grips with the real problems of workers. In the face of government inaction, "we are slowly starting to see what's happening to us, that we are slowly but surely getting killed off by industry.

Robert Sass, associate deputy minister "of the Saskatchewan labour department, outlined the functioning of the Occupational Health Act passed by the Saskatchewan Legislature in 1972, which requires joint safety committees in any establishment that employs 10 or more workers, and includes the right to refuse to work under unsafe conditions. It is the committees' job to probe and prevent health hazards.

"I regard that piece of legislation as the equivalent of a hard hat," Sass said. "When workers in Saskatchewan

refuse to do a job that may be dangerous to their well-being, or actively seek to better their working conditions, such activity recognizes the value of human life."

The chairman of the Alberta Workmen's Compensation Board, Roy Jamha, outlined the findings of a tripartite industrial health and safety commission that reported to the Alberta government earlier this year. If implemented, the report may result in the co-ordination in a single agency or department of all aspects of occupational health and safety. The commission report referred to the recommendation for such an enquiry by the Alberta Federation Of Labour in 1971; and to the joint responsibility of employers and workers "in the maintenance of a safe and healthy environment at work."

Roger Mathieu, a commissioner of the Quebec Workmen's Compensation Board, referred to the establishment of an interdepartmental study, under the Interdepartmental Committee on Labour Hygiene and Safety, with the goal of consolidation of the many laws and regulations into a single safety code for Quebec. The to accept half measures. However, there has been too little interest in safety, he said.

"The day that workers collectively show beyond any doubt that they will no longer accept compromise or half-measures in this domain, then the legislator will find it politically profitable to legislate in the manner," Mathieu said.

The positive relationship between first-aid training and safety was outlined by Col. Charles O. Dalton, of Toronto, representing the St. John Ambulance Association. In work with the Ontario Workmen's Compensation Board and the Industrial Accident Prevention Association of Ontario, the St. John Ambulance Association has established a definite relationship between training in first aid and safety, he said.



A labour view

Recommendations

After listening to the experts, talking amongst themselves and holding workshop sessions, the 240 delegates from across Canada referred a long list of recommendations to the CLC's Executive Council for action. Among them:

- Appointment of a full-time health and safety director by the Congress to ensure that technical information reaches its affiliates;
- Mandatory provision of results of medical tests to workers and their unions;
- Preparation of model health and safety legislation by the CLC—perhaps

parallel to that now in effect in Saskatchewan—and a public information campaign to ensure enactment of such legislation.

In addition, the conference recommended: reduction of noise threshold levels and semi-annual hearing tests for workers exposed to noise pollution; regular x-rays for certain other workers; appointment of professional health and safety investigators by the CLC and its affiliates; equal union and management representation on such federal regulatory bodies as the Canadian Transport Commission; compulsory minimum rest periods and an eight-hour day, 40-hour week for transportation workers; investigation of

ways for workers to refuse to perform hazardous tasks and yet not be penalized for their refusal; and heavy penalties for employers who do not comply with existing health and safety regulations.

The delegates felt unionists should be trained in the measurement of dust, gas and noise levels, and in monitoring other pollutants. They suggested unions employ their own doctors (because company doctors cannot be trusted), that they keep records parallel to those kept by employers, and that they be given access to all reports on safety and health inspections, and on any action taken as a result of those inspections.



Canada Manpower Training Programs

by J.-P. Lefebvre

For decades, economists, politicians, union leaders and employers, not to mention government officials, have wrestled with the continuing challenge of the labour market—that of matching occupational supply with demand. All would agree that adult occupational training is one of the major steps necessary to reaching a satisfactory balance. But, there have been varying degrees of consensus as to whom the responsibility for planning this balance should go. Some would argue that it is primarily the responsibility of provincial governments, who legally have jurisdiction over the field of education. When the problem

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concerns the adult work force, however, industry and commerce must share the responsibility of training persons for specific jobs.

In late 1966, the federal government assumed broader responsibility for the development and training of the labour force, key components of the national goals of full employment and economic growth. Nationally, the responsibility for manpower training rests with the Department of Manpower and Immigration. The Adult Occupational Training Act of 1967 limits adult occupational training to courses comprising a maximum of 52 weeks full-time or 1,820 hours of part-time instruction; adults are defined as

being one year out of school and one year past school leaving age in the province of their residence.

The basic functions of manpower training are to provide individual workers with opportunities for better-paid, steadier, more satisfying employment, and at the same time, to satisfy the needs of business and industry for suitably skilled workers, thus maintaining or improving productivity. Training agreements, negotiated with each of the provinces and territories, establish an annual floor level of funding and outline the general responsibilities of the two parties.

The two delivery systems within the Canada Manpower Training Program (CMTP) are institutional training (public and private schools, community colleges and vocational centres), and industrial training (contracts with employers and employer associations).

When the problem concerns the adult work force... industry and commerce must share the responsibility of training

With federal funds of more than \$2 billion invested in manpower training since the passing of the Adult Occupational Training Act, it is imperative that the department ask itself if the money has been well spent. What impact have the programs had on the unemployment rate, on economic growth, on the poverty level? Evaluation of the past must be a deciding factor in planning for tomorrow.

The measures of effectiveness that Manpower has been able to develop reflect the economic impact and income distribution effects of training. More difficult to measure, but equally important, are the human and social benefits, such as the effects of the increased spending power of persons who before training were unemployed or underemployed.

The benefit/cost ratio, used in planning future strategies, is an index of the economic returns to society from the investment in training. Costs include not only those of providing the training, but also the potential output lost through the trainee being unavailable for employment. On the benefit side, the trainee's earnings and employability after training are determined by follow-up surveys. Even the most conservative estimates of benefit indicate that in recent years, for every dollar invested by our society in manpower training, we have been receiving a return of from \$3.60 to \$7.80.

The income distribution effects have also been strongly positive. Among those completing courses in 1973, three quarters of Basic Training for Skill Development (BTSD) clients and two fifths of Occupational Skill trainees had pre-training incomes below the poverty level. Post-training follow-up indicates that the earnings of 40 per cent of these clients, have been raised above the poverty level. In terms of changes in earnings, average weekly wages for 1973 graduates from Skill courses were \$112 before training but

\$133 after training; for BTSD the comparable wage figures are \$95 and \$112 respectively. These wage gains take into account changes in the general wage level over the training period. It was also found that on average, those taking Skill courses worked five more weeks per year and those taking BTSD courses nine more weeks per year than if they had not taken the courses. Accumulated over the average working lifetime of trainees, the above increases amounted to \$9,100 for both Skill and BTSD even after applying a discount factor.

The responsibility for designing and conducting institutional training rests with the provinces

Considering the wide variety of occupations with their accompanying training needs, the needs of many individuals for academic upgrading, and the regional economic disparities in a country as industrially diverse as Canada, it is essential that careful planning be exercised for the best investment of public funds. The Joint Federal-Provincial Manpower Needs Committees, established in all Provinces and Territories, are the mechanism for consultation and decision-making on training plans and priorities. The basic role of these committees vis-à-vis training is:

- to identify skill needs of provinces,
- to determine how institutional training funds should be allocated,
- to set priorities for industrial training, and,
- to recommend future levels of funding for CMTP.

Because the Manpower Needs Committee includes representation

from federal and provincial departments, and its subcommittees may include unions and employers, it is in a unique position to collate information and co-ordinate activities. The deliberations of these committees ensure that the Canada Manpower Training Program not only meets national objectives, but does so in a way that is consistent with the strategies for economic and social development adopted by the federal and provincial governments.

As well as the various subcommittees dealing with such concerns as training for the disadvantaged, training for women re-entering the labour force, marine training, agricultural training, etc., from time to time, ad hoc committees are formed to concentrate on specific manpower issues that arise. Input on the subject under consideration is sought at the grassroots level; for example, small business operators, instructors, associations, or local area citizens' committees. The ad hoc groups and subcommittees provide a forum where the clients may make known their needs and concerns in the area of manpower training.

The responsibility for designing and conducting *institutional training* rests with the provinces and the various training institutions. The Department of Manpower and Immigration supports a variety of institutional training courses in the following areas: Occupational Skill Training, Basic Training for Skill Development (BTSD is adult academic upgrading plus two components for special needs clients, Basic Job Readiness Training and Work Adjustment Training), the institutional portion of the Apprenticeship Training and Language Training (primarily for immigrants).

To remove disincentives to adults undergoing training, all full-time institutional trainees are entitled to receive a training allowance tied to the average industrial wage level and adjusted annually. For 1975-76,

Planning for training within the context of the constant evolution of the labour market...will remain a continuing challenge

allowances range from \$43 to \$95 per week depending on the trainee's family circumstances. Additional commuting and living-away-from-home allowances are also available.

The specific objective of the *industrial training* delivery system is to encourage employers to establish training programs or to improve existing training programs—thereby alleviating persistent skill shortages and preventing layoff of workers because of technological change—and to expand employment opportunities for unemployed and clients with "special needs". The employer-centred training scheme allows the federal government to support development strategies in various regions of the country.

Within the confines of legislation, the federal government was able, in 1972, to respond to the expanded training demand brought about by the rapid entry of young people into the labour force and the increasing number of women seeking work outside the home. The need for three years' attachment to the labour force was eliminated, thereby making all full-time trainees eligible for an allowance. As well, the 1972 amendment to the AOT Act made possible an extensive program of training-on-the-job. Since 1972, changes in procedure and regulation have been discussed with provinces, many were and still are being tried on a pilot basis. The trainee selection process was improved by involving provincial institution officers and outside agency personnel, and seeking to establish a career development plan more in keeping with the theme of recurrent training.

The interpretation of the "52 week rule" of maximum training duration was broadened to allow trainees to follow a more suitable mix of training courses, then, after spending some time on the labour market, to return for a further block of training. This new policy will be evaluated in terms of its effectiveness in increasing the flexibility of an adult's working life.

In 1974, a new Industrial Training Program came into effect that integrated training-in-industry and the various components of the training-on-the-job program. Employers have reacted favourably to the new single program with its less complex administrative process. The levels of support and criteria for approval are more closely tied to a clear set of objectives making the program more flexible than the combination of several that it replaces.

Given the substantial investment of public funds in manpower training, currently over \$400 million annually, it became necessary for a fund to ensure the continuing quality of training financed under CMTP. In 1974, monies were made available to the provinces in order that they might undertake training improvement activities covering such areas as instructor training techniques, training technology, occupational analyses, trainee selection, course evaluation and validation processes. The department encourages employers and provincial training personnel to explore innovative activities that might not otherwise be possible.

Since its inception, the Canada Manpower Training Program has concentrated on providing training for occupations at the lower level of the skill pyramid, or, in other words, meeting the needs of the large number of Canadian workers lacking basic employment skills. They are the majority of those whose incomes fall below the poverty level. Realizing that a traditional approach of one year per grade would be unsuitable for an

adult student, courses are designed on an intensive individualized scheme whereby essential academic skills can be assumed at a rate equivalent to several grade levels per year.

Planning for training within the context of the constant evolution of the labour market, as well as planning to meet short-term changes, will remain a continuing challenge. One of the difficulties of planning in the past has been the sparsity of data upon which decisions for future levels and types of training could be based. Recently developed complex econometric models assist in the planning process, but they are no more complex than the changing training needs of the labour market they are destined to accommodate. With this end in mind, the improvement of forecasting models received increased attention.

Those involved in manpower training...cannot afford to rest on the accomplishments of the past

The Canadian Occupational Forecasting Program (COFOR), combined with the Forward Occupational Imbalance Listing (FOIL), provides continuous surveillance of changes in occupational supply and demand. Premised on the anticipated labour requirements of Canadian industry, COFOR forecasts medium term demand for some 500 occupations. This demand is ultimately related to forecasts of demand for goods and services by consumers, governments, business and international purchasers. The forecasts of COFOR are tempered with a short-term methodology. The results are contained in a quarterly listing, the Forward Occupational Imbalance Listing (FOIL), which is essentially designed to fine-tune COFOR to the

immediate occupational needs and surpluses of the economy.

Decisions on training programs and courses to be supported also take into account benefit/cost results of various course purchase strategies. The process translates the forecast occupational needs into estimates for total dollar amounts of training by province and for specific training courses within each province.

One phase in the planning process consists of correlating the anticipated movement of CMTP trainees to forecasts of job-openings as given by COFOR. The decisions on course offerings so derived are then adjusted for current long-term job vacancies, for course incompletions, and for frictional unemployment.

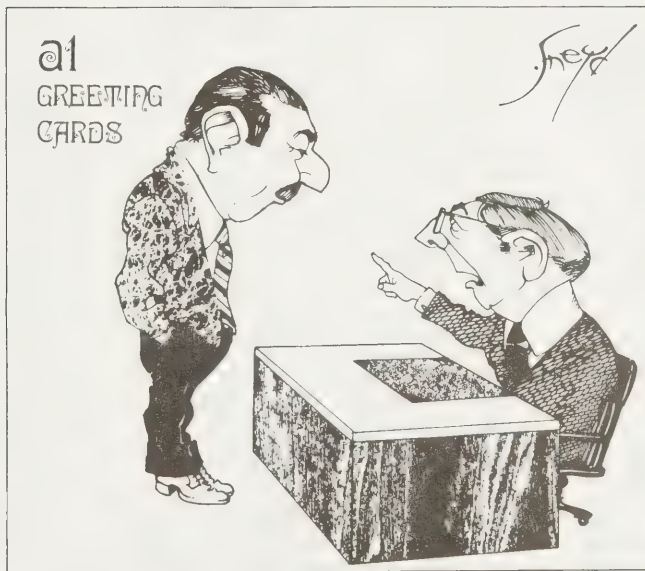
Those involved in manpower training,

whether they be trainees, instructors, employers or government policy writers, cannot afford to rest on the accomplishments of the past. We must use our evaluation to plan future strategies. The Department of Manpower and Immigration is presently conducting a major review aimed at further improving manpower training in all its aspects.

Although training has in large part met the major objectives laid down in 1967, the present program is by no means the perfect solution to the dilemma of an evolving labour market. New programs, approaches and strategies have yet to be investigated. We must consider how adult occupational training relates to the kinds of college, university, and technical training that are not now eligible under CMTP. What difference will such trends as the increasing

number of collective agreements providing educational leave for employees make to manpower training? Is there a "new work ethic" and, if so, how should manpower training respond? Will the trend towards early retirement create a demand for retraining of older workers for new careers? How should we respond to the continuing shift from primary and secondary to tertiary or service industries?

We have tentative answers to some of these questions and we have ideas about others. But definitive answers will demand research to provide more information, a sensitive awareness of the emerging values and priorities of our changing society, and a frank, open, and continuing interchange among all who are concerned with such issues. [g]



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"Better have someone write an appropriate verse for our lay off slips!"

Canada's Unemployment Insurance Program

by Shirley Won

In March, April and June this year, the national unemployment rate reached 7.2 per cent (seasonally adjusted)—the highest jobless rate since June 1961.

It was also during the first half of 1975 that unemployment insurance first gained public acceptance as a plan to protect Canadian workers against involuntary unemployment rather than as a welfare measure, as some critics have called the program since the Unemployment Insurance Act was revamped in 1971. *Globe and Mail* reporter Norman Hartley points out: "The winter of 1974-75 will probably be remembered by social planners as the period when unemployment insurance became respectable in Canada."

Hartley has written a series of articles on the impact of unemployment insurance benefits on Midland and Collingwood, two small Southern Ontario communities that depend for a

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large number of their jobs on manufacturing—mostly related to the auto industry—which were hard hit by layoffs last winter. "With mass layoffs and a slumping economy," said Hartley, "there were suddenly too many people with solid lifetime work records drawing unemployment benefits for the 'welfare bum' connotation of poge to survive."

A *Globe and Mail* editorial then commented: "The layoffs, with their ripple effect throughout the service industries, could have plunged these communities into serious depression. UIC benefits were a major means of keeping them afloat, of taking the edge off individual hardships, of sustaining other jobs, of preventing an

unduly large number of people from defaulting on their debts, of keeping up purchases. In other words, they served as a temporary economic stabilizer."

In view of the growing importance of unemployment insurance benefits, not only to the jobless worker but also to the Canadian economy, it is perhaps timely to examine what has happened in the past few years, the problems faced by the Unemployment Insurance Commission in implementing the Act and what future direction the program will take.

But first, a brief history. Canada received its first unemployment insurance program when the Unemployment Insurance Act was passed in 1940. At that time, there was nothing new or untried about the concept of unemployment insurance. By 1935 at least 18 European countries had established nation-wide

compulsory unemployment insurance plans—Great Britain, the first to do so, established its program in 1911.

Before 1940, studies of unemployment insurance plans had been conducted in Canada for more than 20 years.

But no action was taken until the Depression of the '30s, which convinced Canadians of the need for unemployment insurance as a means of protecting workers. In 1933, unemployment peaked at 25 per cent. Although Parliament passed unemployment insurance legislation in 1935, it was declared *ultra vires*, because under the British North America Act, unemployment insurance was a provincial matter. The BNA Act was then amended to place unemployment insurance under federal jurisdiction.

The Unemployment Insurance Act of 1940 received a number of minor adjustments in the ensuing years, but it wasn't until 1970 that major changes were considered. The White Paper, *Unemployment Insurance in the '70s*, stated: "Since the '40s, the social, technological and economic fabric of our society has changed in a major way, with the result that the Act must be re-oriented to meet present needs." Between 1941 and 1970, about 25 million temporarily jobless workers received a total of about \$5 billion in payments.

The revised Unemployment Insurance Act passed in 1971 has two basic objectives: to ensure that workers who suffer an interruption of earnings receive temporary income support, and to assist the unemployed to enter the labour force as quickly as possible.

Major changes in the Act were as follows:

- It provided for almost *universal coverage* of members of the labour force who have an employer-employee relationship. Under the old Act, unemployment insurance had not been extended to persons in "low-risk"

Both the administration of the unemployment insurance program and the Act itself became a target of much criticism

unemployment—that is, to public employees, hospital employees, teachers and those earning more than \$7,800.

- It lowered the *qualifying period* for regular unemployment insurance benefits to eight weeks of insured employment in the past 52 weeks, while those with 20 weeks insured employment became eligible for both regular and special unemployment benefits. The old Act required 30 weeks of insured employment during the previous two years, with at least eight weeks during the most recent year.

- Eligibility for *regular benefits* depends on the number of weeks of insured employment during the past year, general unemployment conditions and reasons for leaving the previous job. Those who have 8 to 19 weeks of insured employment are known as minor claimants while those with 20 or more weeks of insured employment are known as major claimants. Those who apply have a two-week waiting period before receiving benefits compared to one week under the old Act.

- In addition to regular benefits, claimants may be eligible for *extended benefits*, paid for an additional period of time. These are based on the national and regional unemployment situation. The maximum duration of regular and extended benefits under the revised Act is 51 weeks instead of the 52 weeks under the old Act.

- Major claimants are eligible for *special benefits* when unemployment is caused by sickness, maternity or retirement. These benefits were not available under the old Act.

- The *rate of benefit*, for claimants without dependants, was increased from 40 per cent of previous insured earnings under the old Act to 66.6 per cent. Claimants with dependants, under certain conditions receive 75 per cent of insured earnings, compared with 50 per cent under the old Act. Maximum weekly insurable earnings were \$150 in 1972, \$160 in 1973, \$170 in 1974, and \$183 in 1975.

- Employees and employers *finance* regular and special benefits through payroll contributions, while the government finances all extended benefits and the cost of regular benefits when the unemployment rate is more than 4 per cent.

- The Act provides for a *claimant assistance program* by providing information and guidance to claimants and directing them to job placement, counselling and financial assistance agencies.

Criticism reached a peak when the unemployment insurance program became an election issue in 1972

Shortly after the revised Act was introduced in 1971, both the administration of the unemployment insurance program and the Act itself became a target of much criticism. There were complaints about delayed cheques, about the impersonal attention given by bureaucrats to some very personal problems (most claims were handled by mail), and about the "rip-offs" of the unemployment insurance fund by those not actively or seriously seeking work. There were also complaints that some of the changes to the Act made it easier for claimants to cheat. And organizations such as the Canadian Manufacturers' Association and the Chamber of Commerce opposed the

inclusion of special benefits in the Unemployment Insurance Act. Criticism reached a peak when the unemployment insurance program became an election issue in 1972, with benefit payments almost reaching the \$2 billion mark that year.

Concerning the problems in implementing the Act, Robert Andras, Minister of Manpower and Immigration, said in a speech in May 1974: "Instant introduction of the complex revisions coupled with the high level of unemployment and the universality of coverage created severe administrative difficulties in the beginning, which...in many publicized instances, resulted in less-than-adequate service for claimants as well as less-than-adequate control of the program."

But, according to a UIC spokesman, steps have since been taken to solve the problems encountered in implementing the Act. A major step was the "New Approach" introduced in April 1973 to provide more personal and efficient service to claimants by introducing the service-unit concept. The latter breaks down UIC offices into small working units to handle a set of clients—this replaces the former mail order system of processing of claims. Now, as many claimants as possible are dealt with on a face-to-face basis by an insurance agent who handles the claim from the day of application until benefits run out. There are about 351 UIC locations across Canada.

What about the control factor? "The service element implies control," says Ruth Weiske of the information service division. "People have a tendency, if they think they are dealing with a faceless bureaucracy, to perhaps try to get a little more than they are entitled to because 'who will ever know'. But having to come in and see a UIC officer—who tells them the amount of benefits they are entitled to and what they have to do in exchange—be ready, willing and able to work at all

During 1974, emphasis was placed on strengthening the links between the UIC and the Department of Manpower and Immigration

times—has more of an impact. It enables us to identify more readily those who are not really interested in working and who would like to draw benefits but don't want to meet their obligations."

Also, said Weiske, the UIC has increased the size of its benefit control staff—the UIC officials who investigate possible areas of abuse with respect to claims. Recently, Andras told the Standing Committee on Labour, Manpower and Immigration that the number of disqualifications and disentitlements rose from 258,000 in 1973 to 266,000 in 1974.

During 1974, emphasis was placed on strengthening the links between the UIC and the Department of Manpower and Immigration. One major joint program is the Special Job Finding and Placement Drive, initiated in April 1974 on an experimental basis. Initially, it involved 44 Canada Manpower Centres and 25 UICs in seven metropolitan centres, Halifax, Montreal, Toronto, Hamilton, Winnipeg, Edmonton, and Vancouver.

The purpose of the project, said Weiske, is to put U.I. claimants in touch with the services of Canada Manpower as soon as possible. The drive is directed not only at finding jobs for unemployment insurance claimants but also employable welfare recipients and Canada Manpower clients with special difficulties. Unemployment insurance claimants are identified and asked to come to the Canada Manpower Centre for an introductory interview with follow-up sessions at four-week intervals if a job is not obtained.

In terms of unemployment insurance claimants only, the results of the program from April 1, 1974 to December 31, 1974 are as follows:

- 170,000 claimants were exposed to the program;
- 15,000 were placed in jobs by CMC counselling;
- 1,045 were referred to training courses;
- 21,000 found work on their own after counselling by a Canada Manpower Centre;
- 59,000 were disqualified or disentitled following Manpower reports indicating that they were not actively seeking work or had refused to take suitable jobs offered to them.

An extension of the Special Job Finding and Placement Drive became effective April 1, 1975. It is now operating in 34 cities involving 84 Canada Manpower Centres and 56 Unemployment Insurance Commission offices, with plans to extend the program to all Canada Manpower Centres in April 1976.

According to a submission entitled "The Employment Service" presented by the Department of Manpower and Immigration to the Standing Senate Committee on National Finance, the drive has important benefits for the Unemployment Insurance Commission. "As a result of the placement of U.I. claimants, and of disqualifications and disentitlements imposed by the UIC in cases where claimants did not meet their obligations under the U.I. Act, there is expected to be a saving to the U.I. account of about \$30 to \$40 million for the fiscal year 1974-75."

But a submission by the Canadian Council on Social Development to the Senate Committee on Finance, made some critical comments concerning the overall performance of the drive.

"In terms of placement as a percentage of numbers contacted, the record of success is poor: from April 1974 to December 31, 1974, only about 9 per cent of 344,959 people asked to come to a Canada Manpower Centre were placed. Others of course may have found jobs on their own while others were directed to training and mobility programs (only 5,664 however). There are two items that disturb us...First, why do more than one third of the individuals not come for the initial interview? One possibility...is that they have little faith in the ability of the Canada Manpower Centre to find them a job. Another possibility is that they regard this as a 'snooper' operation with little purpose other than to cut them off welfare or unemployment insurance...If the main inspiration of the program is to check up on the unemployment insurance cheaters then, it represents a regressive move..."

"In terms of placement as a percentage of numbers contacted, the record of success is poor"

Besides the joint efforts of the Unemployment Insurance Commission and Manpower, there is also increasing co-operation with employers. One example of such co-operation occurred in the town of Hawkesbury, Ontario, which has a population of 15,000. Since 1965, 14 new plants have opened in the Hawkesbury area, creating about 2,000 new jobs. But despite the new employers, many of them in labour-intensive industries such as textiles, electronics, metal and carpet manufacture, the response by the labour force was less than overwhelming.

Therefore, in March 1974, about 27 employers joined forces to form the Hawkesbury Industrial Commission. With the help of the Canadian

Manufacturers' Association, a meeting was held with the UIC and Canada Manpower, who together decided on a combined job placement drive—for although there were numerous job vacancies, there was also a large unemployment insurance claimant population in the area.

Claimants received notices requiring them to attend meetings where they were reminded of their rights and their obligations to find work. They were interviewed by a Canada Manpower counsellor who told them about the available job opportunities. Those who were asked but who did not come to the meetings were investigated and taken off the rolls as a result of disqualification or disentitlement.

In a *Financial Times* article, P. Nison Knowlton, secretary of the employers' group, said the drive had managed to solve the town's labour difficulties, or most of them. The Hawkesbury procedure is being followed in Ottawa in a modified form.

But reorganizing and tightening the Unemployment Insurance Commission's operations may not be enough. There is yet another growing concern—the steeply rising cost of benefits. Don McGillvary of the *Financial Times* pointed out that UIC costs could reach \$3.5 billion this year compared with \$2.1 billion in 1974. In the first three months of 1975, nearly \$900 million was paid out in unemployment insurance benefits, a 30 per cent increase from the \$692 million in the same quarter in 1974.

The Unemployment Insurance Act is now under review. On July 8, 1975, Manpower Minister Robert Andras introduced a bill in the House of Commons, designed mainly to tighten up the unemployment insurance legislation. The major proposed amendments are:

- The period of disqualification from benefits for claimants who voluntarily

As the unemployment rate rises so will the costs of the unemployment insurance program

leave their employment without good reason, who refuse to accept suitable employment or who get fired for misconduct will be increased from the current three weeks to six weeks.

- Persons aged 65 or more will stop paying unemployment insurance premiums if they continue working, and will not be eligible for benefits if they become unemployed. At age 65, however, they will still receive the special retirement benefit—a lump sum payment equal to three weeks of benefits.

- Employee-employer premiums will increase in 1976 due to the proposal that the employee-employer contributions pay for the equivalent of insurance benefits up to the cost of a 5.3-per-cent level of unemployment instead of the present 4 per cent benchmark. The new figure is the average rate of unemployment over the past eight years and would in future be adjusted to reflect the most recent eight years.

- The special benefit rate of 75 per cent to claimants with dependants or those who are so-called "low income" claimants will be brought into line with the standard benefit rate of 66.6 per cent.

- The qualifying period and benefit period for specified groups of claimants will be extended beyond the present 52 weeks. Claimants will therefore be able to receive benefits after a period on workmen's compensation or on a training course, without subtracting the time on compensation or on training from the time they can receive benefits.

- The eligibility for sickness benefit will be made more flexible. The allowable period of 15 weeks of sickness benefits can be claimed during the first 25 weeks of unemployment, rather than only the first 15 weeks as at present.

Besides the recent amendments, Andras in the past year has given some indication concerning the future direction of the unemployment insurance program. There seems to be an emphasis on transforming the unemployment insurance plan from an income support measure into a plan to provide better work opportunity in the future. Andras has said that he hopes to direct unemployed Canadians to enrol in training courses that would better qualify them for future jobs and thus avoid unemployment. This plan, however, is aimed primarily at the hard-core unemployed—that is, those jobless repeaters, who because of low skills and insufficient training are constantly shifting in and out of menial jobs.

In a speech last November, Andras said: "One of my concerns has been the expenditure of funds on the unemployment insurance programs....Why can't we use the public funds that we spend through this program in a way that not only meets the income requirements of the unemployment insurance claimants,

but also enhances their capacity to engage in useful and satisfying work?"


As a step in this direction, often called the "developmental" use of unemployment insurance funds, the Unemployment Insurance Commission and the Department of Manpower and Immigration have developed a pilot project in Newfoundland.

According to Andras, "The project involves the training or re-training of unemployment insurance beneficiaries and calls firstly, for the joint agreement on criteria for selection of suitable claimants, and secondly, for the use of unemployment insurance benefits as income support while the people are being trained. UIC benefits will almost entirely be substituted for the traditional manpower training allowances, thus making positive use of unemployment insurance funds by supporting unemployed workers in the upgrading of their skills."

During 1974, about 500 trainees participated in this training project with another 1,500 to be brought into the 1975-76 phase. This project exists alongside the regular Canada Manpower Training Program in Newfoundland, which is expected to consist of 6,800 trainees in 1975. Newfoundland was chosen as the site for the project because its unemployment rate is the highest in

Canada and because of its geographical isolation.

Said Andras: "This project reflects my firm conviction that most unemployment insurance claimants want meaningful employment. Considering our common objectives, it is only natural that Canada Manpower and the UIC should and would join forces. Both want to provide claimants with every opportunity to re-enter the labour force."

The rate of unemployment is already high and forecasts predict the rate is likely to increase in the coming months—Woods Gundy Ltd. foresees an annual average of 7.3 per cent and the Conference Board in Canada expects unemployment to rise to 7.7 per cent. If these predictions come true, the unemployment insurance program will become more important to Canadians, no matter what their job. However, as the unemployment rate rises so will the costs of the unemployment insurance program, which is subsidized not only by the federal government but also by employers and employees. That is why it will become increasingly important to ensure, either by administrative or legislative means, that only those who are willing to fulfil their obligations under the Unemployment Insurance Act receive benefits. 

Social Assistance Legislation in 1974

The following review is a summary of changes in provincial legislation, regulations, and administrative circulars affecting social assistance payments to those in need. The changes include:

- *those that affect levels and/or conditions of payments;*
- *those that create or expand programs whose benefits are designed to meet the needs of segments of a province's population, including those in receipt of provincial transfer payments.*

The accompanying table should be interpreted with caution: although the figures shown are maximum permissible rates, welfare legislation in each province still allows officials—within limits—to tailor actual payments to assessed needs. During 1974, every province increased some social assistance rates.

Finally, if during 1974, there was no change in a given program, that program is not mentioned.

Prepared by the Welfare Information Systems Branch of the Department of National Health and Welfare.

Newfoundland

The Newfoundland government distinguishes between social assistance paid to the unemployed, and assistance paid for other reasons. In the eligibility criteria, however, the definition of "non-allowable income" applies to both categories. For single persons, 50 per cent of monthly income up to \$80, and 100 per cent of income above that sum are deducted from social assistance. The comparable amount for a family of two or more is 50 per cent up to \$200, and 100 per cent above that amount.

The province also raised to \$30 the maximum allowance paid to a social assistance recipient who is in a hospital or a sanatorium.

Prince Edward Island

A new *Welfare Assistance Act* was passed in 1974. It provides for assistance to those in need, as well as to those "who are likely to become persons in need." "Special assistance" may be granted to certain persons but the welfare department may recover from a recipient of special assistance part or the entire cost of services provided.

The new Act also elaborates on the conditions under which fraudulently received assistance can be recovered, and gives details of the penalties for violations of the Act.

Further, the Act enables the welfare department to operate projects leading to the self-support of recipients, to make grants to organizations that provide assistance to those in need, to sponsor or operate community development services, to approve and designate welfare agencies within the province, and to approve residential institutions in the province.

The Act also elaborates on the nature of privacy and privilege of information supplied to the department by individuals applying for assistance, restricting access to this information to officers or employees of the provincial government, the federal government, or agencies requiring the information in order to provide assistance or services.

In January 1974, the province passed a *Family Allowances Act* that provides a \$10 monthly supplement payable on behalf of the fifth and each subsequent child in any family.

Nova Scotia

Effective March 1, 1974, new regulations provide for "special social assistance" to be granted to residents of Nova Scotia who receive the federal Guaranteed Income Supplement.

The limitations on assets for persons applying for that assistance are: \$1,000 for a single person and \$1,500 for a married person. In March 1974, this non-taxable assistance ranged from \$50 to \$110 depending on the amount of the Old Age Security pensioner's Guaranteed Income Supplement.

New Brunswick

In September 1974 a new clause was added to the Social Welfare Regulations providing for assistance to be granted for day care services. To become eligible for this assistance a family must show social and financial need. "Social need" is defined as: a single parent family where the parent is working or receiving medical treatment or is enrolled in an educational program; or a two-parent family where both parents work or one works and the other is incapacitated or enrolled in an educational program; and in any case, where day care is recommended by a social welfare agency.

Maximum Monthly Social Assistance Rates* In Canada By Province, 1974

Province	RECIPIENT UNITS (age of children in brackets)							
	Single	Couple	1 Adult 1 Child (3)	1 Adult 2 Children (3,6)	1 Adult 3 Children (3,6,9)	1 Adult 4 Children (3,6,9,12)	2 Adults 1 Child (3)	2 Adults 2 Children (3,6)
	\$	\$	\$	\$	\$	\$	\$	\$
Newfoundland ¹	215	350	350	385	420	455	385	420
Prince Edward Island ²	139	289	287	351	419	518	353	405
Nova Scotia ³	175	256	276	307	332	357	303	334
New Brunswick ⁴	160	255	233	263	293	323	285	315
Quebec ⁵	177	283	263	300	337	379	320	357
Ontario ⁶	170	296	294	355	414	483	357	360
Manitoba ⁷	125	212	206	263	323	399	276	328
Saskatchewan ⁸	130	200	220	310	400	480	290	380
Alberta ⁹	143	275	256	285	334	402	322	348
British Columbia ¹⁰	160	270	290	360	430	500	340	410

SOURCE: Department of National Health and Welfare, Program Information and Documentation Division, (Welfare) March 1975.

* Includes family allowance.

¹ Effective January 1, 1974.

² Effective March 1, 1974.

³ Effective July 1, 1974.

⁴ Effective July 1, 1974.

⁵ Effective May 8, 1974.

⁶ Effective October 1, 1974.

⁷ Effective October 1, 1974.

⁸ Effective December 1, 1974.

⁹ Effective January 1, 1974.

¹⁰ Effective September 1, 1974.

"Financial need" is determined by an income test to be applied as follows: income less than the maximum social assistance rate, including family allowances, plus an additional standard amount for non-cash benefits or work-related expenses as determined by the department. A family unit with income in excess of the above but below the provincial average income will receive assistance for day care less 50 per cent of such excess income. Parents whose income exceeds the provincial average are not entitled to assistance for day care.

New instructions were issued about the definition of "disability." The disabled are now allowed liquid assets up to \$1,000 per recipient and \$2,000 for a two-person group, plus \$300 for each additional dependant. Moreover, those in this category receiving assistance are entitled to a special allowance of up to \$45 a month to purchase health and medical supplies and welfare services. In no case is the amount of assistance granted to a disabled person permitted to exceed the Old Age Security plus the maximum Guaranteed Income Supplement.

Effective August 1974 New Brunswick's Senior Citizens' Shelter Supplement provided for an annual payment of \$60 for a single and \$120 for a couple receiving the Old Age Security and the Guaranteed Income Supplement.

Québec

Three significant changes took place in Québec; first, effective January 1, 1974, and at the beginning of each year thereafter, the province indexes benefits under the Family Allowances and Social Assistance Program by an amount equal to the rise in the Consumer Price Index.

Secondly, certain regulatory changes introduced in 1973 lead to a new method of computing "income" for purposes of assessing financial aid to persons in need. Accordingly, the following are not to be included as income: alimony that has not been regularly received for six months, provided the social assistance recipient has taken necessary steps to remedy the situation; and premiums received by a social assistance recipient from a sheltered workshop in order to meet expenses related to attending that workshop.

Thirdly, in December 1974, Québec's National Assembly passed Bill 40 setting up a *Social Affairs Commission*, consisting of at least 5 members, designed to replace the Social Aid and Allowance Appeal Board (1969); the Board of Review, which hears applications under the Mental Patients Protection Act (1972); and the committee of arbitration, which settles conflicts between establishments and physicians.

In addition to the responsibilities hitherto assigned to the above bodies, the Commission hears the following appeals:

- under the Public Health Protection Act (1972);
- contestations of elections or appointments under the Health and Social Services Act (1972);
- exemptions from payment for health and social services;
- reconsiderations made by the Québec Pension Board;
- the Health Insurance Act (1972); and
- together with other courts, requests by recipients to have access to their medical and social service records.

Ontario

A new program, the Guaranteed Annual Income Supplement (GAINS), came into effect in July 1974. Available to those 65 and over with a minimum of five years' residence in Canada, including one year's residence in Ontario, as well as blind and disabled persons, the program supplements individual and family income. In October 1974, a single beneficiary received \$225 per month, a married couple where the spouse was neither blind nor disabled received \$351 a month, and, if the spouse was either blind or disabled, the couple received \$450 a month. Any income received through the Old Age Supplement—Guaranteed Income Supplement program is reduced from the GAINS program on a dollar-for-dollar basis.

The GAINS program required several other changes in the *Family Benefits Regulations*. A prescription drug program came into effect outlining a list of drugs and paying for them on behalf of recipients of GAINS, the Old Age Security—Guaranteed Income Supplement and social assistance.

Manitoba

Effective July 1974, regulations under Manitoba's *Social Services Administration Act* provide for provincial supplements to recipients of the Old Age Security and Guaranteed Income Supplement. Supplements for a single pensioner range from \$3 to \$23.46 a month, depending on the Guaranteed Income Supplement received by the pensioner. Comparable figures for a couple where both are pensioners are \$3 to \$25.29 a month, and where only one spouse is a pensioner, \$5.45 to \$23.46.

Administrative circulars continue to be the major means of announcing the

level and type of assistance paid to those on social assistance.

Saskatchewan

Effective October 1974 the financial resources section of the regulations of the *Saskatchewan Assistance Act* was amended. The following are *not* to be included when assessing a person's financial needs: for a single person, the greater amount of either \$50 or 25 per cent of the amount of social assistance to which the person would be entitled if he had no income and no work-related expenses. For a family unit, the exemption is the greater of either \$100 or 25 per cent of the amount of social assistance including family allowance to which the family would be entitled if they had no income.

With the exception of the physically and mentally handicapped this exemption, however, does not apply to individuals or family units whose net earnings equal or exceed 50 per cent of the amount of social assistance to which they would be entitled if they had no income.

In October 1974, the Saskatchewan government also introduced a *Family Income Plan* by amending the social assistance regulations of the *Saskatchewan Assistance Act*. The plan sets a minimum "family income" of \$4,500 per year (plus federal family allowances), and pays benefits according to the number of children up to a "cut-off level." The cut-off varies according to the number of children in a family. For example, in 1974 it stood at \$5,700 for a family with one child and \$9,060 for a family with four children. Full benefits are paid to families below the minimum

family income. Benefits are reduced on a basis of \$1 for every \$2 of other income received up to the cut-off level. "Full benefits" are \$40 monthly for each child up to three children in a family, and \$30 monthly for the fourth and each subsequent child.

Alberta

Since January 1, 1974, Alberta has had varying rates of (federal) family allowances. The enabling legislation, the *Social Development Amendment Act*, was passed on June 6, 1974. The monthly rates are based on the age of a child, and for 1974 stood at \$15 for a child aged 6 years or less, \$19 for a child aged 7 to 11, \$25 for a child aged 12 to 15, and \$28 for those aged 16 and 17.

Effective January 1974, the Alberta government also introduced an *Assistance to Senior Citizens* program, adding \$10 a month for Old Age Security pensioners receiving Guaranteed Income Supplement, extending their health care benefits, and eliminating their health care premiums.

In April 1974, the Alberta government increased subsidies to contract nursing homes to \$12.15 a day for private and religious institutions, and \$11.75 to publicly-operated ones.

British Columbia


In June 1974, the British Columbia provincial legislature passed the following acts in the field of human resources.

1. The *Community Resources Act*

establishing the *Regional Community Resources Board* whose directors are to be appointed for two years on the following basis: one by each local community board within the region, one by each school board within the region, two by all mayors of towns and cities within the region, and three by the provincial government. Local Community Resources Boards with between 10 and 15 directors are to be elected by resident Canadian citizens of that community. In addition to assuming the responsibility of providing social services, the act mentions that a *Community Resources Board's* functions include, *inter alia*, the "...development and provision of an integrated system for the delivery of social services within the community." The act also provides, at the discretion of the provincial government, for the establishment of "community human resources and health centers."

2. The *Human Resources Facilities Development Act* providing British Columbia with the authority to develop residences for children, special homes for the handicapped and disabled, hostels and residences for adults, centers for senior citizens, and workshops for the handicapped.

"Circular letters" from the director of human resources periodically announce the latest level of benefits payable under British Columbia's *Mincome* program.

In December 1974, one of these letters stated that, effective January 1, 1975, benefits for single recipients are to be fixed at \$234.13, and for married couples (when both are eligible) at \$468.26. These rates are \$30 and \$78 respectively higher than comparable Old Age Security—Guaranteed Income Supplement rates. 



Books

Gompers in Canada:

A Study in American Continentalism Before the First World War

by **Robert H. Babcock**, University of
Toronto Press, 1974.

Many of the problems plaguing the Canadian labour movement in its long search for social reform (and revolution) can be understood only through a detailed study of the earliest years of the Canadian labour movement. Robert H. Babcock in *Gompers in Canada* provides a much-needed exhaustive historical and analytical account of the growth of trade unions in Canada at the turn of the century.

Of crucial importance to the student of the Canadian labour movement, he documents the impact and importance of Samuel Gompers and international unionism on the Canadian labour movement.

It is no accident that the book begins with an account of the debate in the Canadian Senate on 29 April 1903 on the "Lougheed" Bill. It is here that one finds many of the arguments concerning the benefits and liabilities involved in the rise of international unions in Canada:

"The international union, through its expansion into the Canadian branches of what had become a continental job market, protected the interests of its American members. And it introduced generally superior American wages and working conditions into the Canadian industrial community.

"Canadian locals, often scattered over vast distances, small in size and few in number, found the benefits of affiliation with larger and richer American groups quite attractive."

Nor is it an accident that Canadian businessmen should be debating the issue. American unions followed American business into Canada, and both justified their actions in terms of Social Darwinism.

"After 1898 the whole rationale for the AFL's relationship with the Canadian labour movement changed, responding to new developments within the American business community. In a word, branch-plant factories begat 'branch-plant' unionism."

It was not unnatural that "expansions seemed 'natural' to trade unionists. Most craft-union leaders shared the Darwinism of the business community. The labour movement was thought to be an organic, living thing which

followed pre-determined laws of growth and decay.

"'When the Yankee capitalist did this it was but natural that the Yankee 'agitator' should follow him.'" Gompers' words remain to this day the chief justification for international unionism in Canada."

Within the TLC, political action was perceived to be inimical to the interests of labour unions within Canada. This is an attitude that can be directly attributed to Gompers:

"In Gompers' view, labour politics interfered with workers' dedication to their trade unions. He believed that independent political action, or the advocacy of socialism, often led to dual unionism. Political unionists generally favoured industrial over craft organization, relied upon ideological cohesion rather than pride of craft, and tried to exert political as much as economic power."

- The argument over political action by trade unions would lead to many convulsions within the western labour movement and led directly to the east-west split in the Canadian labour movement.

"Hence, radical labour politics in the Coast province led to a split with the


Eastern-based Trades and Labour Congress, and to affiliation of elements in the labour movement of the Canadian West with the Western Federation of Miners-American Labor Union combination.

"The West stood for industrial unionism and radical political action; the East endorsed craft organization and legislative lobbying."

As late as the TLC convention in Calgary in 1911, Victor Midgley "came to the traditional left-wing conclusion about jurisdictional frictions. Craft unions, he observed, were heavily absorbed in internal disputes that prevented continuing co-operation among trades in a given industry. Craft unions had demonstrated their inadequacy in combating aggregations of capital."

In conclusion, it must be pointed out that the 1902 Berlin convention of the TLC settled the fate of internationalism in Canada. It must be stated that the failure of socialists in Canada cannot be explained only in terms of their own "phariseism".

"As long as Gompers, Morrison and Flett countered Simpson's efforts to bridge the gap between trade unionism and socialism, the ideological divisions were likely to continue. As long as trade-union funds remained under the control of international craft unions, there was little likelihood that the labour political movement in Canada would be adequately financed.

"Their conviction that socialism in trade-union ranks inevitably mushroomed into dual unionism led Gompers and Morrison to exert every effort to secure the defeat or isolation of those Canadian socialists who were attempting a reconciliation of trade unionism and socialism." 

—Robert Sims

Research associate at the Institute of Canadian Studies, Carleton University, Ottawa

Robert H. Babcock, chairman of the department of history at Wells College, Aurora, N.Y., has written a part of labour history of which little has been recorded until now: Samuel Gompers' dealing with the Trades and Labour Congress during the first two decades of the 20th century. Babcock scanned correspondence between Canadian labour leaders and both the AFL's president and its secretary, Frank Morrison, from the AFL-CIO archives in Washington, as well as AFL periodicals and Canadian newspapers of the period.

He concludes that by imposing the AFL stamp on Canadian labour and moulding it in the AFL image—promoting craft unions and opposing both dual unionism and the seating of socialist politicians as delegates at Canadian labour conventions—Gompers and the AFL "operated as a divisive force" by transforming the TLC "from a body unifying Canadian unions into an arm of the international crafts". Babcock says also that the evidence suggests that Gompers and Morrison "retarded the growth of a movement aligning trade unions with moderate social policies, and perhaps delayed the appearance of labour politics as expressed today in the New Democratic Party."

Babcock is obviously correct in concluding that the TLC became an arm of the craft unions. His assumption that the AFL retarded the growth of labour politics, however, may not be correct. Even in the first decades of this century Canadian workers' organizations had their divisions: radical socialists, moderate socialists, Liberals, Conservatives, easterners, westerners, Knights of Labour, International Workers of the World, and Quebec workers, whom the clergy wanted organized in Roman Catholic, French-language confessional unions. It seems naive to suggest that those diverse groups would have joined in a movement aligning unions with moderate social policies, with or without the activities of the AFL.

Gompers in Canada is well-written history when its author confines himself to relating activities as they are recorded in the original sources he quotes. It is interesting to read that so many of the current issues in Canada-U.S. labour relations were concerns in the first decades of this century: the expansion of U.S. branch plants in Canada; the debate over industrial and craft unionism; concern about the autonomy of Canadian sections of international unions; complaints—then, as now, unproved—that Canadians were sending more in dues dollars to the U.S. than they were getting back in services; and, above all, instance after instance of the supposedly subservient TLC taking differing stands from those of the AFL, particularly in legislative matters. An example is the TLC endorsement of the 1907 Industrial Disputes Investigation Act, which the AFL denounced.

Unfortunately, the author loses credibility by using value-laden words and making many gratuitous assumptions, a fault of many academics with little direct experience in the labour movement. These are only a few examples: Gompers' efforts to achieve "a continental monopoly;" The great "sin" of the American labour movement "apparently" was to challenge this monopoly; socialists, "in Gompers mind must have been" perpetually guilty of the "sin" of dual unionism; the international movement "commanded" 88.3 per cent of Canadian union locals by 1914; at the 1909 AFL convention in Toronto some of the Canadian delegates decided "apparently to flatter their way into the AFL treasury;" the rank and file of the TLC "possibly" under instructions from international headquarters in the United States overrode their leaders' advice; American craft unions first "invaded" British North America during the middle of the 19th Century.

One of Babcock's most naive observations is that he disputes Morrison's calculations that the AFL

was spending more in Canada than it was collecting in dues from Canadian unionists: "In 1907 the *Toronto Globe* cited a Congress report which counted 756 AFL-affiliated locals in Canada, with 51,779 members. These men 'must have paid' \$3,106.74 in dues." Any experienced trade unionist knows that unions frequently lag and welch in payments to their labour centrals. They "might have" paid dues on that many members, but no one can say authoritatively that they "must" have.

"Gompers opposed Canadian legislation deemed hostile to American interests and waged war upon socialists and dual unions in Canada in order to monopolize trade unionism throughout North America," Babcock writes. "The French factor in Quebec, the strong Canadian tradition of positive government and the desire of Canadian unionists to build a social reform movement were filtered out or warped by a bureaucratic structure and system of values which had arisen from the experience of Gompers and the AFL solely in the United States."

That may be true, but it is in no way objective to suggest that Gompers imposed his U.S. brand of unionism on Canadians. It was adopted by Canadian workers who signed international union cards and whose elected representatives voted democratically for the Gompers' way at union conventions. The invaders were often welcomed as liberators, and Gompers, in one of his rare visits to Canada, was cheered "just like the Prince of Wales" when he marched with 15,000 people in the 1903 May Day parade in Montreal. The AFL's only full-time representative in this country was a Canadian, John A. Flatt, of Hamilton.

Canadian workers themselves chose Gompers over the alternatives offered. The masses of them are not, and never have been, the progressive social democrats so many academics wish they were. Babcock himself suggests one result of this choice: "Wages and working conditions might well be less satisfactory in Canada had not the international unions

exerted a constant pressure upon Canadian industry to match Canadian standards."

The success of Gompersism suggests Canadian workers, then as now, were more concerned about the size of their pay cheques than about working-class political power. Babcock quotes an observation by Gompers that whenever labour has tried to organize a party, "control has been wheedled out of their hands by a lot of faddists, theorists or self-seekers, and thus perverted from its true labour interests and working-class characteristics." The 1975 NDP federal leadership convention bears Gompers out, at least in part. Among the five leadership candidates there may have been no "faddists, theorists or self-seekers" but there was only one candidate with "working-class characteristics" and he was dropped in the first ballot. [9]

—Roy LaBerge

forum

A Reply to "Call for Restraints"

After reading the "Call for Restraints" article by Walter R. Lawson in the July 1975, **Forum**, it appears that the editor is reaching for material to publish.

Lawson infers that organized labour has blackmailed corporations to the extent that legislation is required to curb their power. He also condemns government's policies regarding economic restraints.

There are many causes of the current inflation. The unreasonable, unwarranted corporate profits have to be on top of the list. Organized labour recognizes that corporations must have a fair return on their investments as well as finance the corporate expansion programs.

However, one must seriously question the sky-rocketing profits made by industries such as oil companies, sugar companies, supermarkets, and so on. One must wonder how corporations were able to function under marginal profits in the past.

The unconscionable desire for corporate profits is so great that it is relatively easy for organized labour to negotiate high wage settlements. It is only good business for a corporation that is making a 100 per cent profit to concede to a 20 per cent wage demand rather than face a long strike.

If this same corporation were making a 20 per cent profit, then a concession of 20 per cent wage demand would be impossible. Consequently a smaller wage settlement would result.

Higher corporation profits are a result of higher prices, which demand higher wage settlements. This vicious inflationary cycle could be tempered by lower corporate profits. The demand for legislation to curb high wage settlements implies that we should maintain our present rate of inflation, but with higher corporate profits. These profits, in some instances, are so embarrassingly high that the corporations are using a new system of budgeting in order to hide some of the profits.

The grain handlers, the air controllers and the postmen are not blackmailing the employers by their large wage demands, rather they are trying to stay abreast of consumer prices and also to catch up with the rest of the community. However, the pressure exerted on the governments by the corporations is nothing short of economic blackmail. It takes a government with a lot of intestinal fortitude to buck the Canadian Manufacturers' Association. The government is so conscious of this fact that it would be political suicide to impose price controls without wage controls, even if the case were justified. The government recognizes that price controls could result in

corporate misbehavior, such as temporary stoppage of production, slow-downs and inefficient operation which, all in all, would produce an economic disaster. A good example of this is the Bell Canada tantrum after it failed to get the additional increase for its services. Legislation forcing the corporation to stay in production would be impractical.

Therefore, one must wonder which side has the most economic power, and if regulatory legislation should first be solicited to curb the power of corporations rather than organized labour.

The solution to curb the present inflation is not an easy one. For a start, we may consider bringing corporations, government and labour together to seriously and conscientiously work towards an acceptable rate of inflation within the framework of our economic potentialities.

Stan Fedorowick

Research Officer
Ontario Hydro Employees Union
Local 1000, Toronto

Asbestos Regulations

I read with interest David R. Quintner's article in the June *Gazette* entitled "Asbestos—the Hidden Time Bomb". While on the whole Mr.

Quintner's article reflected good research and served a useful purpose in a labour journal, it unfortunately reflected some of the geographical short-sightedness with which we in the West have become familiar. I refer in particular to the paragraph on p. 341 which begins:

"Canada, as yet, has no legally enforceable standards—only guidelines: in Quebec, 5 fibres; in Ontario, 2 fibres".

In fact, the Province of Saskatchewan by Order in Council last March adopted stringent Asbestos Regulations under the Occupational Health Act.

The regulations prohibit the carrying on of any asbestos process unless exhaust ventilation is provided which "prevents the dispersal into the air of asbestos dust," or where this is impracticable, unless approved respiratory protective equipment is provided for and worn by each worker who may be exposed. The regulations prescribe procedures for the cleaning and disposal of asbestos waste, and for maintaining and repairing asbestos surfaces. They require that all employees who are likely to be exposed to asbestos dust be warned of the hazards of asbestos, and that special training be given in the use of protective equipment. Annual medical surveillance is required for all persons regularly engaged in an asbestos process, the employment in any asbestos process of persons under 18 years of age is prohibited, warning labels are required on all substances containing asbestos, and a ban is placed on the bringing into any workplace of crocidolite (blue) asbestos.

Under these regulations corrective action has been required where fibre counts were as low as 0.3 fibres/cc.

Our Asbestos Regulations do not refer to any specific threshold limit values (TLVs) or maximum allowable

concentrations (MACs). We feel that to certify any exposure as "permissible" or "safe" is unjustified, and that every effort should be made to substitute less toxic materials, to introduce engineering controls, to isolate and contain asbestos processes or to use wet methods. If these efforts do not eliminate the dust, protective equipment must be provided and used. We feel that imbedding TLVs into regulations or legislation tends to over-emphasize the activities of measurement and monitoring, and that emphasis should instead be on corrective actions to reduce exposure as close to zero as is practicable.

We are, of course, aware that the asbestos problem in Saskatchewan is simpler and less massive than in areas where the mineral is mined and fabricated. We also have the advantages of statutory Occupational Health Committees in workplaces throughout the province, to aid in identifying problem areas and in many cases resolving them without any direct Government intervention. Despite these special aspects of our situation it seems to me that our recognition of and approach to the asbestos problem is a significant one of which readers of *The Labour Gazette* should be aware.

Jennie Smythe

Director, Education & Research Branch
Occupational Health & Safety Division
Saskatchewan Department of Labour

Illegal Strikes

It has often been said that there are no effective sanctions against illegal strikes where large numbers of workers are involved.

A recent case in Québec proves otherwise. There 2,100 illegally striking members of the International Longshoremen's Association returned to work after being ordered to do so by the Parliament.

The teeth in the order were fines of up to \$10,000 for union officers and \$1,000 for members, and up to two years' imprisonment.

It's obvious that the threat of jail, in most instances of illegal union activities, is an empty one. The government is never going to jail 2,100 union members, or any other large numbers of labour miscreants.

But when the threat is financial and substantial, it is real....

When individual union members and whole unions are threatened with severe financial penalties or even bankruptcy, and the government demonstrates its determination to carry out the threat, workers will surely think twice about starting or continuing an illegal strike.

Editorial in *The Toronto Star*

PS Bargaining

For all its faults, the system that gave most public employees the right to strike has worked well over the last nine years.

Three hundred and one labour contracts were signed by the federal government between January of 1967 and February of this year. Only six came after a legal strike.

The monetary cost, furthermore, has not been inflationary. Last year, when major private industry wage settlements were running at 14.2 per cent, federal public service agreements were being negotiated for 3 per cent less money.

The figures for the first quarter of 1975 are comparable: 16.1 per cent in the private sector and 12.9 per cent in the public sector.

This is not to detract from the problems that postal workers, teachers

and garbage collectors create when they strike.

Neither is it meant to suggest that bargaining techniques in the public sector are any better than in private industry.

But it does suggest that the cost of giving government employees the same bargaining rights as their private sector colleagues has not been all that great.

Québec's decision in the mid-1960s to build on Saskatchewan's 1944 public service bargaining example by giving everyone except policemen and firemen the right to strike, understandably at the time was considered by some as a horrible mistake.

It did have some dire consequences. The massive 1972 "common front" demonstrations that led to a two-week closing of schools, hospitals and most government offices is testimony to that.

It also taught some lessons, the most important of which probably is that too much cannot (or should not) be attempted at once....

Relatively few state employees in the U.S. have the right to strike. About per cent of Canada's 747,000 directly-employed federal and provincial public servants were members of unions early this year. A year ago, only 29 per cent of all state and federal employees in the U.S. were organized.

Canadians still face a number of public service bargaining confrontations this year. The signals for the last six months are for showdowns with large groups of teachers, post office sorters and transportation personnel; hospital workers and public servants.

Federal government negotiators note that more and more employee groups at that level are opting for the right to

strike and say "future settlements may not come from voluntary agreement but follow work stoppages."

That may be. In the meantime, Canadians may want to look at someone else's problems. If public service strikes seem to be causing an intolerable degree of inconvenience, they can start watching how matters develop throughout the U.S. over the next few years.

The system there may well produce the same problems. But if it does not, it will largely be because American legislators have borrowed from Canada's experience in the field and will have learned from our mistakes.

Clayton Sinclair

Financial Times News Service
In *The Citizen*. Ottawa

Industrial Accidents

Industrial deaths in Québec run between 250 and 300 a year. The figure is not large compared with other forms of human destruction, a fact that may account for the low level of public and government interest in the problem. Working deaths are about on a level with drownings, below the level of accidental falls, well below deaths from smoking, and only one-eighth the number of deaths from automobile accidents.

Nevertheless, it is not unreasonable to suppose that constructive action could reduce the figures by half, and on grounds of both compassion and economy we should get on with it. There is no such thing, of course, as perfect safety. Any accident rate is a trade-off between advantages and risks. But to accept risks that need not be accepted is to acquiesce in a sort of moral equivalent to manslaughter.

In learning to live safely with our technology, the primary onus must fall

on employers. It is they who supply the machines and control the environments that give rise to accidents. They cannot shift responsibility to their employees, the government, or the deity. A century ago a boiler explosion was an act of God. Today we know better and there are very few boiler explosions. Safety can be built into a plant.

The incentive for industrial action, however, must come from government—difficult in Québec, where the government itself lacks incentive. Being kind to workers has never been as high among the Bourassa priorities as being kind to industry, lest it be driven away to another equally disinterested jurisdiction.

On a simple level, the government needs more inspectors to track down violations and see that employers either eliminate them or face prosecution. Beyond that the inspectors need a mechanism for co-operation, an overall view, perhaps a supervising commission. Safety in Québec is the responsibility of seven different departments. Interdepartmental teams should be organized to study particular industries.

Identification of hazards is vital. Certain chemicals, for example, may be dangerous but necessary. The way they are controlled and stored may be equally dangerous but unnecessary. A rating list of companies by hazards—like a list of cigarettes by tar and nicotine—would be helpful in identifying priorities and far more reliable than the present system of reacting largely to publicity and complaints.

Compensation methods need overhauling to take into consideration an injured person as well as his injury. Under our present system loss of four fingers is a 33 per cent disability; never mind whether the loser is a tea-taster or a piano player. Compensation should be raised to the

Ontario level [LG Oct., p.678] and more emphasis should be placed on rehabilitation and re-employment. The greatest need of all is for someone in charge who cares.

Editorial in *The Gazette*, Montreal

Age Discrimination

Does compulsory retirement at age 65 make any sense?

The idea of a fixed age at which a person has no choice but to retire seems to have established itself without much discussion.

Most pension plans—government and private—are based on it. Because of this, it becomes more and more an iron-clad rule. Every year it becomes even more difficult for people over 65 to keep their jobs or to find work.

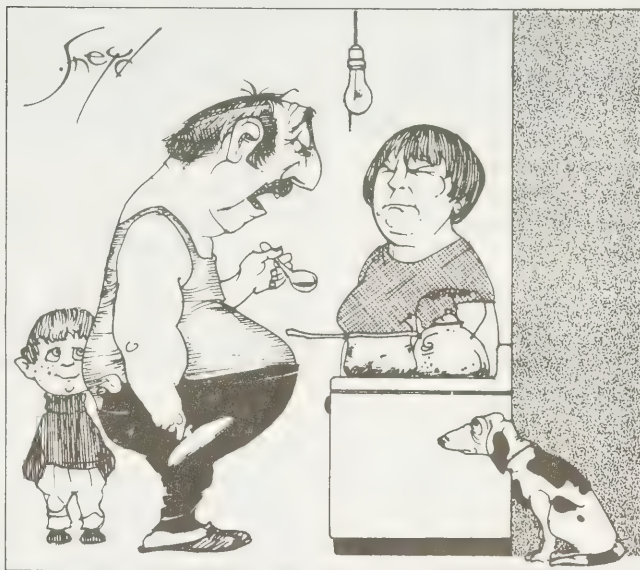
Women over 65 have always found it almost impossible to get or keep a job. Only 5 per cent of the 960,000 Canadian women over 65 are even in the labour force—that is, either working or looking for work.

But 20 years ago there were jobs for 35 per cent of the half million Canadian men over 65. Now the number of men over 65 has nearly doubled but the number of jobs has shrunk. There are jobs for only 17 per cent of Canadian men who have passed their 65th birthday.

If retirement were voluntary and pensions adequate, it could be argued that this trend is a great social advance....

Compulsory retirement is indefensible, of course, on moral and ethical grounds.

Age discrimination is no different from discrimination on the basis of race, sex or religion. All of them involve



"Ah, my favorite — reconstituted leftovers!"

prejudice—the pre-judging of an individual, not on the basis of the facts about that person but on the basis of the supposed facts about the whole group to which he belongs....

But whereas other forms of discrimination seem to be in retreat, or at least discredited, age discrimination is on the march.

The federal government is even now enacting a change in the law which would deny people over 65 the right to contribute to unemployment insurance or to receive unemployment insurance benefits....

The net effect is to remove people over 65 farther from the working world and to drive home and entrench the idea that they should be drawing pensions, not working.

It is questionable that compulsory

retirement even makes economic sense. If age discrimination were outlawed—as is discrimination on other grounds—it would require adjustment of pension plans, of course. But this kind of adjustment is surely not beyond the wit of actuaries.

The larger question is whether Canada can continue to afford to dismiss useful workers from the labour force simply because of their age. There may have been some logic to it—unfair as it was—when the "baby boom" generation was reaching working age and taxing the country's ability to provide jobs. But that era is now largely over.

From now on, because of the falling birthrate in the past 18 years, the numbers of youngsters joining the work force will decline each year. All other things being equal, we can expect a sharp slowdown in the rate

of economic growth because of this factor alone.

At the same time, the cost of pension plans can be expected to escalate with increased numbers of Canadians in retirement and increased rates of pension.

These are at least two good reasons why anyone over 65 who is able and anxious to keep on working should be allowed to do so.

Compulsory retirement is neat. Most discrimination is. It does not require any managerial judgment as to whether the person is doing an adequate job for his pay. All the manager has to do is look at the calendar to find out whether the employee should or should not be working.

But there is no reason why over-65s should not be subject to the same test as anyone else: If the employee is not doing an adequate job he can be discharged for his performance, not for his age.

Don McGillivray

National Economics Editor
Southam Newspapers
In *The Gazette*, Montreal

Discriminatory Benefit Plans

Employers are still allowed to dictate that certain employees, because of sex or "head of household" criteria or age, may not have access to the same amount of life insurance or pension funds or disability insurance as fellow workers earning the same salary.

That exception will be removed in new regulations scheduled for last April and now postponed until the end of the year.

It has been an awkward problem to solve fairly but it looks as though reasonable solutions are finally in sight....

The Ontario Government has moved slowly in this area. Perhaps there has been some foot-dragging but it is also very true that quick implementation of this portion of the act in its original form would have thrown many corporate benefit plans into disarray. Every benefit plan is based on certain assumptions about the frequency of death and disease. When the presumed needs are changed, then the basic costs can change just as radically....

So Mary B. who works beside John R., doing the same job and receiving the same pay, will be entitled to the same retirement benefits and disability insurance. Any differences in premiums or payments will vary on an actuarial basis only.

Many employee benefit plans were set up in years gone by when the husband was the sole wage earner of the family. In 1951, for example,

women made up less than a quarter of Ontario's labour force. Of the 446,000 working women, only 37.8 per cent were married.

By 1971 there were 1.2 million women workers in Ontario and they made up 36.1 per cent of the labour force. Sixty-three per cent of working women were married. Nearly 40 per cent were entirely self supporting.

Some benefit plans failed to respond to these changes. They may not have been deliberately discriminatory but many were obsolete.

A task force was set up in January 1973 to investigate problems in modernizing benefit packages. Its report, released last April, was eminently practical.

It rejected a unisex mortality table that would have disregarded differences in average lifespans between men and women. (Women, in general, live longer.)

Editorial in *The Spectator*, Hamilton

•FORUM invites readers
to freely express their opinions on
topics of concern to the working population.

Letters must be signed
and length should not exceed 600 words.

Legal Decisions

Back-to-Work Order

by Pierre Lépine

On March 19, 1975, the Supreme Court of Newfoundland issued a 21-day interim injunction ordering a union to stop inciting its members to cease work at a company's construction site in Quebec and enjoined the union members to go back to work.

This case* is interesting insofar as a Newfoundland judge, in arriving at his decision, was called upon to apply rules of private international law relating to an employer's right to bring an action against a trade union for a tort allegedly committed by the union outside the province.

The facts of the case were as follows: Local 740 of the United Association of Journeymen and Apprentices of the Plumbing and Pipefitting Industry of the United States and Canada was a trade union registered under the Trade Union Act of Newfoundland. Comstock (Quebec) Company Limited was a contractor supplying labour and materials to another company at Mount Wright, Quebec, and employed

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members of Local 740 at the construction site.

The terms and conditions of employment at the Mount Wright site were governed by a collective agreement that was decreed to be binding upon all the employees and employers in the Quebec construction industry, pursuant to the Quebec Construction Industry Labour Relations Act. Under the Act, strikes and lockouts were prohibited during the term of the decree. The collective agreement, which was subject to the decree, contained provisions forbidding strikes and lockouts for the period during which the decree was in force.

The union's Director of Canadian Affairs advised Local 740 by letter to instruct its members, then employed at the Mount Wright project, to depart from the job site or be charged under the provisions of the union's constitution. This information was also imparted to all the union's Canadian locals. The director's action was taken

in support of the union's position in an industrial dispute. Thereafter, some 45 members of Local 740 left the project.

The company requested Local 740 to persuade its members to return to their jobs but the local's business manager refused to do so. The Company then instituted an action in the Supreme Court of Newfoundland alleging that Local 740 had conspired to effect an unlawful strike and asking the Court to order the workers back to work.

In ordering the workers back to work, Judge Noel of the Newfoundland Supreme Court decided that although the wrong suffered by the company, that is, the illegal strike by its employees in violation of the terms of the collective agreement, had been committed abroad (i.e., in the province of Quebec), it was nevertheless actionable in the province of Newfoundland, for the following reasons: (1) the wrong was of such character that it would have been actionable if it had been committed in Newfoundland and; (2) the act was *not justifiable* by the law of the place where it was done (i.e., in Quebec).

* Comstock (Quebec) Limited and United Association of Journeymen and Apprentices of the Plumbing and Pipefitting Industry of the United States and Canada, Local 740

Fifty Years Ago

A new management co-operation plan on the CNR, over-production and unemployment in the United States, the human factor in industry, and first-aid competitions on the CPR, were among topics discussed in the November 1925 issue of *The Labour Gazette*.

CNR Co-operation Plan—Approval of a new management co-operation plan on the Canadian National Railways was expressed by the American Federation of Labor at its 45th annual convention.

Twenty-five thousand men employed in the maintenance-of-equipment departments of the CNR participated in the plan. Some of the benefits expected to result from it were: labour unions would be fully recognized and accorded constructive functions in the industry; steadier employment would be secured by a better division of work; grievances and industrial problems would be dealt with by consultation; and the quality and quantity of products and service to the public would be improved. The plan, adopted in February 1925, at the Canadian National motive power shops and car-shops at Moncton, N.B., was put into effect at several other railway division points of the system.

Over-production and Unemployment—Employment conditions might be rendered more stable by a system of state regulation of production and prices, the United States Secretary of Labor, James J. Davis, said in an address published in the *Monthly Labor Review* (October 1925). "Nothing worries a working man," he said, "so much as that ever-present dread of losing his job; that

ever-haunting fear of a layoff for an indefinite period, which may come, and generally does come, right at the time when he is least prepared or able to stand it. A man may be perfectly secure in his job—that is to say, have no fear of discharge—and his relations with his employer may be perfectly good, but this gives him no protection from a layoff. He is not able to keep his employment when the employer cannot sell the product of his labour.

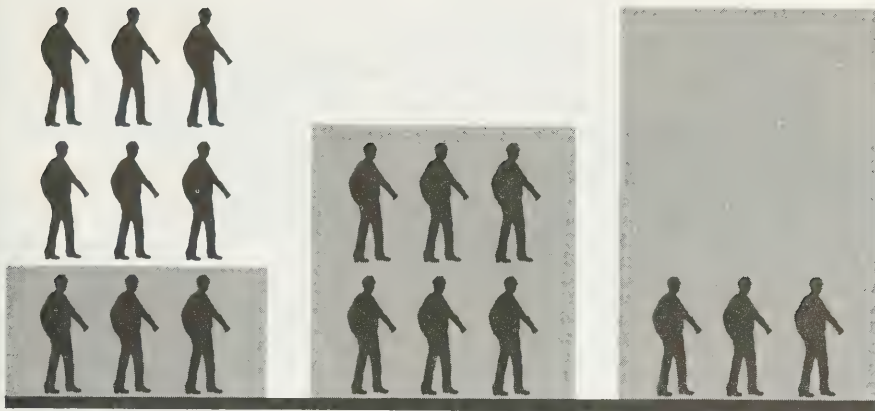
"The greatest source of unemployment in this country is the over-development of industry. The fact is that our productive machinery and equipment cannot run 300 days in the year without producing a stock so large that it cannot all be sold in this country or in any or all other countries."

After showing that unregulated production is the cause of unemployment in the boot and shoe, flour and coal-mining industries, the Secretary of Labor said: "Let us...discuss the question of remedy. What I want is some way by which the 84 mines in Illinois...can be operated with the necessary number of men 300 days in a year; that the cost of operating unnecessary mines shall be stopped; that the practice of scattering the workers in industry over nearly five times the number of plants necessary to produce the required amount of coal, and thereby giving less work than a man can live upon at any sort of wage, shall be stopped..."

Human Factor in Industry—In order to compare the standing of Great Britain and the United States with regard to the organized study of the human factor in industry, the secretary of the Industrial Fatigue Research

Board of Great Britain visited the United States. Some of the results of his observations were published in the *Journal of Industrial Hygiene*, official publication of the American Association of Industrial Physicians. He found that the United States was in advance of England in two respects. First, in the co-operation of the engineer and technician with the physiologist; and second, in the extent to which employers and employees combine forces to attain some specific objective.

First Aid Competitions on CPR—Competitions in First Aid to the Injured for Canadian Pacific Railway trophies, representing championships of the various districts of the system, eastern lines, western lines and all-lines, among employees of the company, were conducted annually by the Canadian Pacific Railway Council of the St. John Ambulance Association. Each team was composed of five men who held First Aid certificates or higher awards. The first series of competitions held were those to decide the championship of each district. There was no limit to the number of competing teams in these competitions, but the men composing them had to be employed in the district represented by the trophy for which they competed. The winning team then competed for the trophies representing the championship of Eastern or Western Lines. The tests given in 1925 dealt with—spinal injury in roundhouse pits; injuries resulting from airplane accidents; men falling through glass roofs of railway station concourses; asphyxiation from gases in garages; and other forms of accidents which might at any time have occurred at work, at home or in sport.



PRICES & EMPLOYMENT

Consumer, August

In August, Statistics Canada, for the first time, published its Consumer Price Index with a time reference base of 1971 = 100 instead of the old base of 1961 = 100.

The index advanced 1.0 per cent to 141.2 in August from 139.8 in July. Food prices, which also moved up 1.0 per cent, accounted for nearly 30 per cent of the increase. The index for all-items excluding food rose 0.9 per cent in August. Between August 1974 and August 1975, the total CPI advanced 11.1 per cent.

Over one half of the 1 per cent rise in the food index in August was attributable to higher pork quotations, which on average at the beginning of August, were 6.9 per cent higher than in the previous month. Higher egg prices and increased charges for food consumed away from home also contributed significantly to this advance. Sugar prices, after declining in the preceding eight months, rose 19.6 per cent. But these increases

were offset by lower quotations for fresh vegetables, down 12.0 per cent, and the continued downward movement of prices for margarine and other fats and oils.

The rise of 0.9 per cent in the index for all-items excluding food was attributable mainly to higher shelter costs for both owned and rented accommodation, as well as generally increased prices for gasoline in some provinces. Haircut prices were also up, but clothing prices showed little overall movement, as has been the case since earlier this year.

On a seasonally adjusted basis, the all-items Consumer Price Index advanced 0.9 per cent between July and August including a 0.7 per cent increase in the food index and a 0.9 per cent rise in the index for all items excluding food. In August the current annual rate of change in the CPI, based on the seasonally adjusted movement since three months earlier, was 13.9 per cent, a rate similar to that experienced in the latter part of 1974.

City consumer, August

Consumer price indexes advanced in all regional cities in August over July with increases ranging from 0.7 per cent in Toronto and Vancouver to 2.6 per cent in St. John's. In other cities the advance was: 1.0 in Ottawa, Thunder Bay, and Saskatoon; 1.1 in Winnipeg and Regina; 1.2 in Montreal; 1.4 in Edmonton and Halifax; 1.5 in Calgary; 1.8 in Quebec City; and 2.2 in Saint John. The percentage increase from August 1974 to August 1975 was: 13.3 in Saint John; 13.0 in Winnipeg; 12.9 in St. John's; 11.8 in Calgary; 11.6 in Edmonton; 11.4 in Saskatoon; 11.3 in Montreal; 11.0 in Thunder Bay; 10.9 in Toronto; 10.8 in Vancouver; 10.6 in Quebec City and Regina; and 9.6 in Ottawa.

Employment, August

The seasonally adjusted employment level for the week ended August 16 was 9,298,000, down by 18,000 from

July, Statistics Canada reported. Employment decreased by 22,000 among people in the 14 to 24 age group. Employment of women 25 and over increased by 8,000 but there was little change for men 25 and over.

On a provincial basis, the employment level declined in Newfoundland by 5,000; in New Brunswick by 3,000; in Quebec by 25,000; and in Saskatchewan by 5,000. The level increased in Ontario by 13,000; in Manitoba by 3,000 and in Alberta by 5,000. In Prince Edward Island and British Columbia there was little or no change.

Without seasonal adjustment, the labour force was estimated at 10,402,000 with 9,779,000 people employed and 623,000 unemployed—an unemployment rate of 6.0 per cent. In July, the workforce was 10,479,000

with 9,826,000 employed and 653,000 unemployed—a rate of 6.2 per cent.

Unemployment, August

The seasonally adjusted unemployment rate for Canada was 7.3 per cent in August, an increase of 0.1 from July, Statistics Canada reported. For those 14 to 24 years of age the rate increased 0.4 per cent to 12.7 per cent. For men 25 and over it was up 0.1 per cent to 5.6 per cent and for women in that age group the rate was increased by 0.1 per cent to 4.8 per cent.

The unemployment rate increased by 2.1 per cent to 21.0 per cent in Newfoundland; 0.9 per cent to 7.9 per cent in Nova Scotia; 1.2 per cent to 11.9 per cent in New Brunswick; 0.1

per cent to 8.9 per cent in Quebec; 0.9 per cent to 3.5 per cent in Manitoba; and 1.3 per cent to 9.2 per cent in British Columbia. The rate declined by 0.1 per cent in Ontario to 6.2 per cent; 0.2 per cent in Saskatchewan to 2.7 per cent; and by 0.3 per cent in Alberta to 4.1 per cent.

The adjusted unemployment level increased by 12,000 to 736,000 in August. For men 25 years and over the level advanced by 4,000 and it also advanced by 4,000 for women in that age group. For those aged 14 to 24, the increase was 10,000.

The unemployment level increased in Newfoundland, Nova Scotia, New Brunswick, Manitoba and British Columbia, and decreased in Ontario and Alberta. The other provinces showed little change.



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"With so much unemployment around, why don't we bring out a 'Get work soon.' card?"



CONCILIATION

During August the Minister of Labour appointed conciliation officers to deal with the following disputes:

Sanborn's Motor Express Inc., Yarmouth, N.S. and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 927 (Conciliation Officer: C.A. Ogden).

Maritime Employers Association, Port of Saint John, N.B. and International Longshoremen's Association, Local 1764 (representing a unit of employees including checkers and cargo repairmen and a unit of maintenance employees with Brunterm Limited) (Conciliation Officer: R.L. Kervin).

Radio Futura Ltd. (CKVL), Verdun, Qué. and le Syndicat général de la radio (CSN) CKVL (Conciliation Officer: S.T. Payne).

Great Lakes Airlines Limited, Sarnia, Ont. and Canadian Air Line Flight

Attendants' Association (Conciliation Officer: K. Hulse).

Montréal Boatman Limited and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of employees classified as captain and sailor at the Port of Montréal) (Conciliation Officer: S.T. Payne).

Voyageur (1969) Inc., Montréal, Qué. and l'Union des Chauffeurs de camions, hommes d'entrepôts et autres ouvriers (Conciliation Officer: G.R. Doucet).

Alberta Wheat Pool, Vancouver, B.C. and Grain Workers Union, Local 333 (representing a unit of office employees) (Conciliation Officer: J.M. Collins).

National Harbours Board, Vancouver, B.C. and Vancouver Harbour Employees Association, Local 517, I.L.W.U. (representing the outside

group and office group) (Conciliation Officer: D.H. Cameron).

Eastern Asbestos Interprovincial Inc., St-Hubert, Qué. and Transport Drivers, Warehousemen and General Workers (Conciliation Officer: S.T. Payne).

Transair Limited, Winnipeg International Airport, Winnipeg, Man. and Canadian Air Line Pilots' Association (Conciliation Officer: A.E. Koppel).

KLM Royal Dutch Airlines and International Association of Machinists and Aerospace Workers (representing a unit of freight handling department employees at Toronto and Montréal International Airports) (Conciliation Officer: G.R. Doucet).

Consolidated Aviation Fueling of Toronto Limited, Toronto International Airport, Malton, Ont. and International Association of Machinists and Aerospace Workers (representing a unit of fueling and fueling maintenance employees) (Conciliation Officer: H. Bartenbach).

Settlements by conciliation officers. Maritime Employers Association (acting for and on behalf of the Shipping Federation of Canada Inc.), Port of Saint John, N.B. and International Longshoremen's Association, Local 273 (Conciliation Officers: C.A. Ogden and R.L. Kervin) (LG, October).

Québec North Shore and Labrador Railway Company, Sept-Îles, Qué. and Brotherhood of Locomotive Engineers, Local 743 (Conciliation Officer: M.K. Carson) (LG, October).

Maritime Employers Association and International Longshoremen's Association, Local 1842 (representing a unit of longshoremen at the Port of Toronto) (Conciliation Officer: T.B. McRae) (LG, August).

Keith MacKinnon Transport Limited, Charlottetown, P.E.I. and Construction and General Labourers and General Workers in Construction Industrial and Commercial, Local 1079-A (Conciliation Officer: C.A. Ogden) (LG, October).

Disputes in which there was no further conciliation action under Canada Labour Code (Part V—Industrial Relations).

Cominco Ltd. (Pine Point Operations), Pine Point, N.W.T. and United Steelworkers of America (Conciliation Officer: D.H. Cameron) (LG, October).

Canadian National Railway Company and United Transportation Union (representing a unit of bus drivers in Road Cruiser Highway Bus Service in Newfoundland) (Conciliation Officer: W.J. Gillies) (LG, October).

Great Lakes Pilotage Authority, Cornwall, Ont. and Public Service Alliance of Canada (representing a unit of office employees and marine dispatchers) (Conciliation Officer: K. Hulse) (LG, October).

Skyline Cablevision Limited, Ottawa, Ont. and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91

(Conciliation Officer: H. Bartenbach) (LG, August).

Denison Mines Limited, Elliot Lake, Ont. and United Steelworkers of America (representing a unit of security guards) (Conciliation Officer: H. Bartenbach) (LG, October).

Settlements reached following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Great Lakes Pilotage Authority, Cornwall, Ont. and Public Service Alliance of Canada (representing a unit of office employees and marine dispatchers) (Conciliation Officer: K. Hulse) (LG, October).

Skyline Cablevision Limited, Ottawa, Ont. and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91 (see above).

Strike action following decision to take no further conciliation action under Canada Labour Code (Part V—Industrial Relations). Canadian National Railway Company and United Transportation Union (representing a unit of bus drivers in Road Cruiser Highway Bus Service in Newfoundland) (Conciliation Officer: W.J. Gillies) (strike action commenced August 24, 1975) (see above).

Conciliation commissioner appointments. Canadian Broadcasting Corporation and National Association of Broadcast Employees and Technicians (Conciliation Commissioner: Stanley H. Hartt).

Air Canada and Canadian Air Line Flight Attendants' Association (Conciliation Commissioner: Professor Joseph C. Smith) (LG, October).

Eastern Provincial Airways (1963) Limited, Gander, Nfld. and Canadian Air Line Pilots' Association (Conciliation Commissioner: Rolf Hattenhauer) (LG, October).

Multiple Access Limited (Broadcasting Division CFCF-TV, CFCF-AM, CFQR-FM, CFCX), Montréal, Qué. and National Association of Broadcast Employees and Technicians (Conciliation Commissioner: Pierre Dufresne) (LG, October).

Cominco Ltd. (Con-Rycon Property), Yellowknife, N.W.T. and United Steelworkers of America (Conciliation Commissioner: D.A. Stewart) (LG, October).

Conciliation Commissioner reports received. National Harbours Board (Montréal Harbour) (Montréal, Qué. and United Transportation Union, Local 1673 (Conciliation Commissioner: Pierre Dufresne) (LG, October).

Edmundston Radio Limited, Edmundston, N.B. and le Syndicat des communications de la République du Madawaska, Section CJEM (CSN) (Conciliation Commissioner: Pierre Dufresne) (LG, August).

Conciliation commissioner settlement. Atomic Energy of Canada Limited (Whiteshell Nuclear Research Establishment), Pinawa, Man. and United Association of Journeymen and Apprentices of the Plumbing and Pipe Fitting Industry of the United States and Canada, Local 254 (Conciliation Commissioner: J.F. O'Sullivan) (LG, October).

Strike action following conciliation commissioner procedure. S.M.T. (Eastern) Limited, Saint John, N.B. and Amalgamated Transit Union, Local Division 1229 (representing a unit of bus drivers, maintenance, express and ticket agents) (Conciliation Commissioner: Lorne O. Clarke, Q.C.) (strike action commenced August 2, 1975).

Atomic Energy of Canada Limited (Commercial Products), Ottawa, Ont. and Ottawa Atomic Workers Union, Local 1541 (CLC) (Conciliation Commissioner: Judge J.C. Anderson)

(strike action commenced August 7, 1975).

Strike terminated. United Air Lines, Inc., Vancouver International Airport, Vancouver, B.C. and International Association of Machinists and Aerospace Workers, Local Lodge 1500 (work resumed on August 14, 1975).

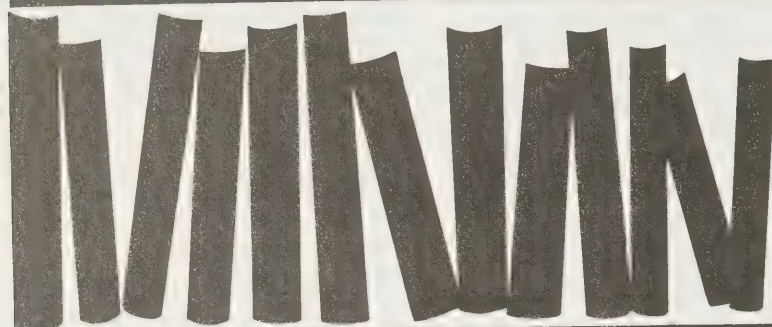
Conciliation Board report received. Canadian National Railway Company, Montréal, Qué. and Canadian National Railways Police Association (representing a unit of employees classified as sub-inspector, investigator and special agents) (LG, April).

Settlement reached by Conciliation Board. Canadian National Railway Company, Montréal, Qué. and Canadian National Railways Police Association (representing a unit of employees classified as sub-inspector, investigator and special agents) (see above).

Appointment of Mediator under Section 195. Atomic Energy of Canada Limited (Chalk River Nuclear Laboratories), Chalk River, Ont. and International Union of Operating Engineers, Local 920 (representing a unit of stationary engineers, power house mechanics and equipment operators) (Mediator: H.A. Fisher) (LG, October).

National Harbours Board (Montréal Harbour), Montréal, Qué. and United Transportation Union, Local 1673 (Mediator: M.K. Carson) (see above).

Strike action terminated at the mediation stage. Atomic Energy of Canada Limited and Society of Professional Engineers and Association of Atomic Energy of Canada Limited (representing a unit of professional employees with Power Projects, Sheridan Park, Mississauga, Ont.) (strike action terminated August 30, 1975 with the mediation assistance of A.R. Gibbons and H.R. Bartenbach) (LG, October).



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2. **Feuille, Peter.** Final offer arbitration; concepts, developments, techniques. Chicago, International Personnel Management Association, 1975. 56p.

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3. **Williams, Robert E.** NLRB regulation of election conduct; a study of the National Labor Relations Board's policies and standards for setting aside representation elections based on post-election objections, by Robert E. Williams, Peter A. Janus and Kenneth C. Huhn. Philadelphia, Industrial Research Unit, Wharton School, University of Pennsylvania; distributed by University of Pennsylvania Press, 1974. 473p.

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8. **Weisberger, June.** Examples of language and interpretation in public sector collective bargaining agreements: a guide for public officials

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10. **Pattison, John C.** Adjustment to inflation. Toronto, Ontario Economic Council, 1974. 22, 3p.

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57. NCCL Women's Rights Conference, London, 1974. Danger! Women at work: report of a conference organised by the National Council for Civil Liberties on 16 February 1974. Edited by Patricia

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labour statistics

Principal Items	Date	Amount	Percentage Change from				
			Previous Month		Previous Year		
			(in thousands)				
TOTAL CIVILIAN LABOUR FORCE*		10,402	—	0.7	+	2.5	
Week ended August 16, 1975							
Employed	August 1975	9,779	—	0.5	+	0.8	
Agriculture	"	579	+	1.8	+	6.8	
Non-agriculture	"	9,199	—	0.6	+	0.4	
Paid workers	"	8,699	—	0.4	+	0.8	
At work 35 hours or more	"	7,016	+	6.4	+	0.6	
At work less than 35 hours	"	1,187	—	6.2	+	0.1	
Employed but not at work	"	1,576	—	19.8	+	1.7	
Unemployed	"	623	—	4.6	+	39.4	
Atlantic	"	76	—	1.3	+	31.0	
Quebec	"	206	—	4.2	+	29.6	
Ontario	"	207	—	8.8	+	47.9	
Prairies	"	45	—	11.8	+	36.4	
British Columbia	"	90	+	8.4	+	57.9	
Without work and seeking work	"	577	—	7.2	+	35.8	
On temporary layoff up to 30 days	"	46	+	48.4	+	109.1	
INDUSTRIAL EMPLOYMENT (1961 = 100)†		May 1975	142.4	+	2.7	—	0.6
Manufacturing employment (1961 = 100)†		"	128.1	+	2.0	—	5.5
IMMIGRATION		First Quarter 1975	43,448	—	—	—	4.1
Destined to the labour force		"	19,877	—	—	—	—
STRIKES AND LOCKOUTS							
Strikes and lockouts	July 1975	273	+	3.8	+	15.7	
No. of workers involved	"	115,192	+	84.3	+	6.8	
Duration in man days	"	1,299,840	+	54.8	+	27.3	
EARNINGS AND INCOME							
Average weekly earnings (ind. comp.)†	May 1975	200.12	+	1.4	+	14.1	
Average hourly earnings (mfg.)†	"	5.01	+	1.0	+	17.3	
Average weekly hours paid (mfg.)†	"	38.5	—	0.8	—	1.3	
Consumer price index (1971 = 100)‡‡	August 1975	141.2	+	1.0	+	11.1	
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡ ..	May 1975	140.6	—	1.2	+	4.8	
Total labour income (millions of dollars)†	July 1975	7,334.9	+	0.9	+	14.8	
INDUSTRIAL PRODUCTION†							
Total (average 1961 = 100)	July 1975	208.8	—	0.2	—	5.0	
Manufacturing	"	205.8	—	0.2	—	4.8	
Durables	"	239.4	+	1.6	—	4.4	
Non-durables	"	179.4	—	2.1	—	5.3	
NEW RESIDENTIAL CONSTRUCTION**							
Starts	July 1975	18,784	—	—	+	17	
Completions	"	13,577	—	—	—	18	
Under construction	"	131,342	—	—	—	21	

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

‡‡Effective with the index for August 1975, the Consumer Price Index has been converted from a 1961=100 to a 1971=100 time reference base.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-1975

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Strikes and Lockouts in Existence During Month or Year	
				Duration in Man-Days	Percentage of Estimated Working Time
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1974:					
July	130	236	107,848	1,021,110	0.55
August	120	241	73,157	858,910	0.47
September	95	229	67,085	718,070	0.45
October	95	210	63,418	686,480	0.39
November	95	203	77,474	481,580	0.30
December	31	130	25,478	317,110	0.20
*1975:					
January	107	183	44,341	433,110	0.25
February	61	153	37,459	370,830	0.24
March	65	162	46,403	491,230	0.31
April	92	202	45,671	588,224	0.34
May	103	251	107,628	680,950	0.38
June	93	263	62,494	839,410	0.48
July	92	273	115,192	1,299,840	0.69

* Preliminary.

STRIKES AND LOCKOUTS, JULY, 1975, BY JURISDICTION (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	3	11	4,886	56,220
Prince Edward Island	-	-	-	-
Nova Scotia	2	7	1,084	22,220
New Brunswick	1	6	874	6,640
Quebec	19	88	20,127	308,330
Ontario	44	102	45,138	451,350
Manitoba	1	7	1,768	37,370
Saskatchewan	1	5	648	12,060
Alberta	3	12	7,058	135,660
British Columbia	10	24	23,808	244,880
Federal	8	11	9,801	25,110
All jurisdictions.....	92	273	115,192	1,299,840

STRIKES AND LOCKOUTS, JULY, 1975, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Forestry	2	3	1,100	15,500
Mines	6	22	22,492	235,990
Manufacturing	38	114	45,166	573,400
Construction	16	54	26,457	349,250
Transpn. & utilities.....	16	24	11,491	31,130
Trade	4	13	867	8,540
Finance	-	3	2,194	48,170
Service	5	26	1,364	25,380
Public administration	5	14	4,061	12,480
All industries	92	273	115,192	1,299,840

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY)

Industry			Duration in Man-days		Starting Date	Major Issues
Employer		Workers Involved	July	Accu- mulated	Termination Date	
Location	Union					Result
Forestry						
Société forestière Domtar Ltée., Dolbeau, Qué.	Féd. des travailleurs forestiers du Québec (Ind.)	250	5,500	34,500	Jan. 16	Sympathy strike—
The James MacLaren Co. Ltd., Mont Laurier, Buckingham, Qué. Buckingham, Qué.	Carpenters Loc. 2817 (AFL-CIO/CLC)	600	9,000	9,000	July 11	Wages, fringe benefits—
The E.B. Eddy Co., Ottawa & Gatineau River, Que.	Carpenters Loc. 2817 (AFL-CIO/CLC)	250	1,000	1,000	July 28	Not reported—
Mines						
METAL						
Wabush Mines, Wabush Nfld.	Steelworkers Loc. 6285 (AFL-CIO/CLC)	575	12,730	51,740	Mar. 28	Wages—
Steep Rock Iron Mines Ltd., Caland Ore Co. Ltd., Atikokan, Ont.	Steelworkers Loc. 3466 & 5855 (AFL-CIO/CLC)	820	15,810	40,990	May 18 July 28	Wages, fringe benefits— Return of workers—
International Nickel Co. of Canada, Sudbury, Ont.	Steelworkers Loc. 6500 (AFL-CIO/CLC)	13,500	96,430	96,430	July 10 July 20	Wages, fringe benefits— Return of workers—
Iron Ore Co. of Canada, Labrador City, Nfld.	Steelworkers Loc. 5795 AFL-CIO/CLC	2,267	2,430	2,430	July 13 July 14	Protesting disciplinary action against 4 truck drivers—
International Nickel Co. of Canada, Sudbury, Ont.	Steelworkers Loc. 6500 (AFL-CIO/CLC)	175	1,050	1,050	July 24	Protesting insufficient travel allowance—
Coleman Collieries Ltd., & Grande Resource Management Coleman, Alberta	United Mine Workers Loc. 2633 CLC	148	440	440	July 9 July 12	Travel time pay, wash room conditions— Settled by mutual agreement of parties—
NON-METAL						
Asbestos Corp. Ltd., Thetford Mines, Que.	Fed'n of Metal Trade Unions C.N.T.U.	1,956	43,030	185,820	Mar. 18	Wages. COLA clause, working conditions—
Lake Asbestos of Quebec Ltd., Black Lake, Que.	Steelworkers loc 7649 (AFL-CIO/CLC)	525	11,550	49,890	Mar. 18	Wages, COLA clause, working conditions—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONT'D)

Industry			Duration in Man-days		Starting Date	Major Issues
Employer		Workers Involved	July	Accu- mulated	Termination Date	Result
Location	Union					
Bell Asbestos Mines Ltd., Thetford Mines, Que.	Steelworkers Loc. 8026 & 7285 (AFL-CIO/CLC)	440	9,680	41,800	Mar. 18	Wages, COLA clause, working conditions—
Carey Canadian Mines Ltd., East Broughton, Que.	Fed'n of Metal Trade Unions C.N.T.U.	370	8,140	35,150	Mar. 18	Wages, COLA clause, working conditions—
National Asbestos Mines Ltd., Thetford Mines, Que.	Fed'n of Metal Trade Unions C.N.T.U.	170	3,740	16,150	Mar. 18	Wages, COLA clause, working conditions—
Potash Co. of America, Patience Lake, Sask.	Steelworkers Loc. 189 (AFL-CIO/CLC)	180	2,310	14,020	Apr. 1 July 19	Wages— Settled by mutual agreement—
Duval Corp. of Canada, Saskatoon, Sask.	Steelworkers Loc. 7458 (AFL-CIO/CLC)	310	6,860	23,130	Apr. 18	Wages, job classification—
Canadian Salt Co., Windsor, Ont.	Auto Workers Loc. 195 & 240 CLC	323	7,110	13,890	Apr. 28	Not reported—
Aluminum Co. of Canada, St-Lawrence, Nfld.	Fed'n of Metal Trades, Mines & Chemical Products Union C.N.T.U.	400	8,800	15,200	June 9	Not reported—

Manufacturing

FOOD & BEVERAGES

Quebec Poultry Ltd., Quebec, Que.	Fed'n du Commerce CSN	360	6,480	33,120	Mar. 17 July 28	Master agreement— Wage increases and other matters settled—
La Cie Québec Poultry Ltée, St-Jean Baptiste de Rouville, Que.	Fed'n du Commerce CSN	600	10,800	48,000	Apr. 3 July 28	Master agreement— Wage increases and other matters settled—
Aliments Flamingo, Ste Rosalie, Que.	Fed'n du Commerce CSN	125	2,250	10,010	Apr. 3 July 28	Master agreement— Wage increases and other matters settled—
Abattoir Berthier Inc., Bethierville, Que.	Fed'n du Commerce CSN	207	3,520	16,360	Apr. 3 July 25	Master agreement— Return of workers following settlement—
Molson's Brewery, Vancouver, B.C.	Brewery Wkrs. Loc. 300 (AFL-CIO/CLC)	165	3,630	8,310	May 20	Not reported—
General Foods Ltd., Lasalle, Que.	Food & Allied Wkrs Loc. P-766 (AFL-CIO/CLC)	450	9,900	21,380	May 27	Wages, fringe benefits—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			July	Accu- mulated	Termination Date	Result
B.C. Sugar Refinery, Vancouver, B.C.	Retail Whole-sale Employees Loc. 517 (AFL-CIO/CLC)	253	5,570	10,880	June 2	Wages—	
Omstead Foods Ltd., Wheatley, Ont.	Teamsters Loc. 880 (Ind.)	420	9,240	13,020	June 17	Wages, fringe benefits, other contract issues—	
Weston Bakeries Ltd., Toronto, Ont.	Teamsters Loc. 647 (Ind.)	340	7,480	9,520	June 23	Wages, other contract issues—	
United Co-operative of Ontario, Peterborough, Ont.	Food & Allied Wkrs. Loc. P-1116 (AFL-CIO/CLC)	250	4,250	4,250	July 9	Wages, fringe benefits, other contract issues—	
Canada Packers Poultry, Walkerton, Ont.	Food & Allied Wkrs. Loc. P-1105 (AFL-CIO/CLC)	325	2,930	2,930	July 10 July 23	Wages— Settled by mutual agreement—	
Société Coop. Avicole Régionale St-Damase, St-Damase, Qué.	Fed. du Commerce CSN	249	2,490	2,490	July 18	Wages, fringe benefits—	
Fisheries Ass'n of B.C., Various Locations, B.C.	United Fishermen Various Locals CLC	7,000	35,000	35,000	July 25	Wages, fringe benefits—	
RUBBER							
Imco Containers (Canada) Ltd., Mississauga, Ont.	Glass & Ceramic Wkrs. Loc. 243 (AFL-CIO/CLC)	180	3,240	7,020	May 26 July 28	Not reported— Not reported—	
Lawron Industries Ltd., American Wringer Div., Farnham, Que.	Rubber Wkrs. Loc. 602 (AFL-CIO/CLC)	130	2,080	2,080	July 10	Not reported—	
LEATHER							
Dependable Shoe Mfg. Co., Montreal, Que.	Food Wkrs. Loc. L-102 (AFL-CIO/CLC)	136	2,990	2,990	May 15	Not reported—	
TEXTILES							
Wabasso Ltd., Trois-Rivières, Que.	United Textile Wkrs. Loc. 322 (AFL-CIO/CLC)	1,000	22,140	60,710	May 8	Wages, fringe benefits—	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					July	Accumulated	Termination Date	
	Patchogue Plymouth Hawkesbury Mills (Div. of Amoco Canada Petroleum Ltd.) Hawkesbury, Ont.		Woodworkers Loc. 2-600 (AFL-CIO/CLC)	455	10,080	10,080	July 1	Wages, working conditions, lack of ventilation—
	Esmond Mills Ltd., Granby, Que.		Fed. Canadienne des travailleurs du textile CSD	450	900	900	July 30	Not reported—
WOOD								
	B.C. Forest Products Ltd., Victoria, B.C.		Int'l Woodworkers Loc. 1-118 (AFL-CIO/CLC)	250	1,250	1,250	July 15 July 22	Not reported— Not reported—
FURNITURE & FIXTURES								
	Interroyal Corp. Ltd., Cambridge, Ont.		Steelworkers Loc. 4163 (AFL-CIO/CLC)	100	2,200	3,800	June 9	Wages, fringe benefits, COLA—
	Vilas Furniture Ltd., Cowansville, Que.		Buildings & Wood Wkrs. CNTU	350	1,050	1,050	July 29	Wages, incentive pay—
PAPER								
	Sonoco Products Ltd., Terrebonne, Que.		Fed. des trav. des pâtes et papiers CSN	110	2,420	16,280	Sep. 9/74	Seniority, cost-of-living adjustment—
	Rayonnier-Quebec (ITT), Port Cartier, Que.		Canadian Paperworkers Loc. 1125 CLC	225	4,950	32,410	Jan. 8	Suspension of some wks—
	Emballage Domtar Ltée., Montréal, Qué.		Chemical Wkrs. Loc. 314 (AFL-CIO/CLC)	225	4,950	18,460	Apr. 7	COLA clause—
	Perkins Papers Ltd., Candiac, Que.		Fed. des trav. des pâtes et papier et de la forêt CSN	135	2,970	3,510	June 25	Not reported—
	Abitibi Paper Co. (Thunder Bay Mill), Thunder Bay, Ont.		Canadian Paperworkers Loc. 249 & 134 CLC	292	4,800	4,800	July 9	Union wants to negotiate all Abitibi mills—
	Abitibi Provincial Mill, Thunder Bay, Ont.		Canadian Paperworkers Loc. 239 CLC	400	6,290	6,290	July 10	Union wants to bargain for all Abitibi mills—
	Abitibi Paper Co. Ltd. (Fort William Div.) Thunder Bay, Ont.		Canadian Paperworkers Loc. 132 (AFL-CIO/CLC)	252	3,780	3,780	July 11	Union wants to bargain for all Abitibi mills

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONT'D)

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, 1967, 1970 (continued)							
Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues	
Location	Union		July	Accumulated	Termination Date	Result	
	Abitibi Pulp & Paper Co. Sault Ste Marie, Ont.	Canadian Paperworkers Loc. 67 & 133 CLC	380	5,700	5,700	July 11	Union wants to bargain for all Abitibi mills—
	Abitibi Paper Co. Ltd., Iroquois Falls, Ont.	Canadian Paperworkers Loc. 90 & 109 CLC	900	11,570	11,570	July 13	Union wants to bargain for all Abitibi mills—
	Abitibi Forest Products Ltd., Sturgeon Falls, Ontario	Canadian Paperworkers Loc. 7135 CLC	358	4,350	4,350	July 15	Union wants to negotiate for all Abitibi mills—
	Abitibi Paper Co., Smooth Rock Falls, Ontario	Canadian Paperworkers Loc. 32 CLC	330	4,010	4,010	July 15	Wages, fringe benefits—
	Pulp & Paper Industrial Relations Bureau, Various locations, B.C.	Pulp Paper & Woodwks. (AFL-CIO/CLC) Canadian Paperworkers CCU	12,580	143,770	143,770	July 16	Wages—
	Abitibi Provincial Paper, Thorold, Ont.	Canadian Paperworkers Loc. 290 CLC	700	7,500	7,500	July 17	Wages, fringe benefits—
	Scott Paper Ltd., New Westminster, B.C.	Canadian Paperworkers Loc. 456 CLC	480	2,400	2,400	July 25	Wages, fringe benefits—
PRINTING & PUBLISHING							
	Imprimerie Montréal-Magog Printing, Magog, Quebec	Printing & Graphic Loc 41 (AFL-CIO/CLC)	152	3,340	9,720	Apr. 21	Not reported—
	Douze (12) Co. d'imprimeries, Québec, Qué.	Syndicats National d'imprimerie de Québec CSN	260	5,720	14,560	May 13 Sep. 4	Not reported— Return of workers—
	Montreal Star, Montreal, Quebec	Nespaper Guild Loc. 111 (AFL-CIO/CLC)	450	2,630	12,570	May 30 July 9	Wages, fringe benefits— Return of workers—
PRIMARY METALS							
	Union Carbide, Beauharnois, Que.	Steelworkers Loc. 5987 (AFL-CIO/CLC)	450	6,430	58,580	Jan. 19 July 21	Working conditions, interpretation of contract— Return of workers—
	Emco Limited, London, Ont.	Steelworkers Loc. 2699 (AFL-CIO/CLC)	265	5,830	18,300	Apr. 24	Wages, fringe benefits—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues Result
					July	Accu- mulated	Termination Date	
	Quebec Iron & Titanium Corp., Tracy, Que.		Fed. of Metal Trades Mines & Chemical Prod. Union CNTU	930	20,460	39,990	June 1	Not reported—
METAL FABRICATING								
	Quebec Wires, Trois-Rivières, Que.		Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	2,750	18,510	Dec. 16	Employees locked out, wages for females—
	Greening Donald Ltd., Hamilton, Ont.		Steelworkers Loc. 3325 (AFL-CIO/CLC)	160	3,520	7,680	May 26	Wages—
	International Hardware Co. of Canada Ltd., Belleville, Ont.		Moulders & Allied Wkrs. Loc. 428 (AFL-CIO/CLC)	226	4,970	9,490	June 2	Wages—
	Robb Engineering Works Ltd., Amherst, N.S.		Steelworkers Loc. 4122 (AFL-CIO/CLC)	170	3,740	3,910	June 28	Wages, other contract issues—
	The Pedlar People Ltd., Oshawa, Ont.		Steelworkers Loc. 2784 (AFL-CIO/CLC)	155	3,410	3,570	June 30	COLA clause, wages—
	Waltec Industries Ltd., Cambridge, Ont.		Steelworkers Loc. 4045 (AFL-CIO/CLC)	114	2,510	2,510	July 2	Wages, COLA clause—
	Columbus McKinnon Ltd., St. Catharines, Ont.		Auto Wkrs. Loc. 199 CLC	200	400	400	July 10 July 14	Suspension of 13 wkrs— Return of workers—
MACHINERY								
	National Cash Register, Etobicoke, Ont.		Graphic Arts Loc. 28-B (AFL-CIO/CLC)	121	2,660	10,400	Apr. 1	Wages, fringe benefits—
	Farr Company Ltd., Ville de Laval (Mtrl), Que.		CSN — CNTU	100	2,200	7,700	Apr. 14	Not reported—
TRANSP. EQUIPMENT								
	Pratt & Whitney of Canada Ltd. formerly United Aircraft), Longueuil, Que.		Auto Wkrs Loc 510 CLC Production Workers	742	16,320	718,020	Jan. 7/74	Union security, wages, cost-of-living clause—
	Dep't of National Defence, Halifax, N.S. & Esquimalt, B.C.		Dockyards Trades & Labour Council CLC	200	4,400	8,600	May 28	Wages—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				July	Accumulated	Termination Date	Result
	Hawker Siddeley Canada Ltd., Thunder Bay, Ont.	U.A.W. Loc. 1075 CLC	533	11,730	22,660	June 2	Wage, fringe benefits—
	Ferguson Industries Ltd. Pictou, N.S.	Steelworkers Loc. 4702 CLC	350	7,700	9,800	June 23	Wages, fringe benefits—
	General Motors of Canada Ltd., St-Catharines, Ont.	Auto Wkrs Loc. 199 CLC	2,200	7,070	7,070	July 18 July 22	Suspension of 1 worker— Return of workers—
ELECTRICAL PRODUCTS							
	I.T.T. Wire & Cable, St-Jérôme, Qué.	I.U.E. Loc. 589 (AFL-CIO/CLC)	110	880	5,500	Apr. 27 July 14	Wages— Wkrs accepted co. offers—
	GTE Automatic Electric (Canada) Ltd., Brockville, Ont.	I.U.E. Loc. 526 (AFL-CIO/CLC)	1,144	25,170	54,910	May 26	Wages, fringe benefits, union jurisdiction, other contract issues—
	Brown Boveri (Canada) Ltée., Lachine, Qué.	Fed. of Metal Trades, Mines & Chemical Products CNTU	500	11,500	11,500	July 1	Wages, fringe benefits—
NON-METALLIC MINERAL PROD							
	Can-Force Products Ltd., Edmonton, Alta.	Iron Wkrs. Loc. 776 (AFL-CIO/CLC)	100	1,400	1,400	July 12	Wages,
CHEMICAL PRODUCTS							
	Electric Reduction Co. of Canada (ERCO), Long Harbour, Nfld.	Steelworkers Loc. 7428 (AFL-CIO/CLC)	22	387	8,510	May 23	Wages, safety conditions—
	Gulf Oil Canada Ltd., Shawinigan, Que.	Fed. of Metal Trades Mines & Chemical Prod. Union CNTU	22	325	7,150	June 2	Not reported—
	Brockville Chemicals Ltd. Maitland, Ont.	Chem. Wkrs. Loc. 721 (AFL-CIO/CLC)	1	155	160	July 31	Wages, length of contract—
MISCELLANEOUS MANUF.							
	C.C.M. Cho-Wood Prod. Ltd., St-Jean, Que.	International Woodworkers Loc. 78 (AFL-CIO/CLC)	22	285	6,270	July 2	Wages, fringe benefits and other contract issues—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					July	Accu- mulated	Termination Date	Result
Construction								
Construction Labour Relations, Vancouver, B.C.	Carpenters Loc. 1928 & Woodworkers Loc. 1-217 (AFL-CIO/CLC)	213	1,280	12,780	Apr. 15 July 10	Wages— Not reported—		
Labour Relation Council of Winn. Builders Exchange, Winn., Man.	Sheet Metal Wkrs Loc. 511 (AFL-CIO/CLC)	450	9,900	28,800	May 1	Wages—		
Labour Relation Council of Winn. Builders Exchange, Winn., Man.	Carpenters Loc. 343 (AFL-CIO/CLC)	1,000	22,000	64,000	May 1	Wages, other contract issues—		
Labour Relation Council of Winn. Builders Exchange, Winn., Man.	Asbestos Wkrs. (AFL-CIO/CLC)	100	800	4,500	May 8 July 14	Wages, fringe benefits— Return of wkrs. following conciliation—		
Lakehead Sheet Metal Contractors' Ass'n, Thunder Bay, Ont.	Sheet Metal Wkrs. Loc. 397 (AFL-CIO/CLC)	250	2,000	9,500	May 20 July 14	Wages, fringe benefits— Settled by mutual agreement—		
Nfld. Construction Labour Relations Ass'n., Various locations, Nfld	Bricklayers Loc. 1 (AFL-CIO/CLC)	20	160	5,180	May 20 July 14	Wages— Not reported—		
Mechanical Contractors Ass'n., Thunder Bay, Ont.	Plumbers Loc. 628 (AFL-CIO/CLC)	300	1,500	10,500	May 20 July 9	Wages, fringe benefits, union jurisdiction— Return of workers by mutual agreement of parties—		
Construction Ass'n of Thunder Bay, Thunder Bay, Ont.	Carpenters Loc. 1669 (AFL-CIO/CLC)	562	7,310	21,920	May 26 July 21	Wages— Settled by mutual agreement—		
Mechanical Contractors Ass'n of Toronto, Toronto, Ont.	Plumbers Loc. 46 (AFL-CIO/CLC)	2,100	8,400	63,000	May 26 July 8	Wages, fringe benefits— Settled by mutual agreement—		
Stephens Construction and 9 other sites, Sydney, N.S.	Painters Loc. 1945 (AFL-CIO/CLC)	161	3,540	7,751	May 26	Wages, other contract issues—		
Sarnia Construction Ass'n, Sarnia, Ont.	Labourers Loc. 1089 (AFL-CIO/CLC)	800	6,400	23,200	June 2 July 14	Wages— Settled by mutual agreement—		
Construction Ass'n of Thunder Bay, Northwestern, Ont.	Iron Wkrs Loc. 759 (AFL-CIO/CLC)	275	6,050	13,210	June 2	Wages, language of agreement—		

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONT'D)

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, 1980-1981						
Industry			Duration in Man-days		Starting Date	Major Issues
Employer		Workers Involved	July	Accu- mulated	Termination Date	
Location	Union					Result
Mechanical Contractors Ass'n of Alberta, Various locations, Alta	Plumbers Loc. 488 (AFL-CIO/CLC)	2,000	44,000	84,000	June 3	Wages, other contract issues—
Canadian Kellogg Co. Ltd. Medicine Hat, Alta.	Plumbers Loc. 496 (AFL-CIO/CLC)	130	2,730	5,070	June 5 July 31	Dispute over supervision— Return of workers—
Alberta Construction Labour Relations Ass'n, Calgary, Alta.	Painters Loc. 583 (AFL-CIO/CLC)	300	5,400	10,200	June 7 July 28	Wages— Not reported—
Members of Sault Ste-Marie Builders Exchange Sault Ste-Marie, Ont.	Carpenters Loc. 446 CLC	350	7,700	13,300	June 9	Wages—
Alta Construction Labour Relations Ass'n, Edmonton Alta.	Painters & Allied Trades (AFL-CIO/CLC)	300	6,600	10,800	June 11	Wages—
N.S. Construction Management Labour Bureau, Cape Breton, N.S.	Laborers Loc. 1115 (AFL-CIO/CLC)	120	2,640	4,200	June 12	In support of contract demands—
Alberta Construction Labour Relations Ass'n., Calgary Alta.	Laborers Loc. 1111 (AFL-CIO/CLC)	1,000	8,000	19,000	June 16 July 14	Wages, fringe benefits— Return of workers by mutual agreement of parties—
Nfld. & Labrador Construction Labour Relations Ass'n, & Mechanical Contract, Province-wide, Nfld.	Plumbers Loc. 740 (AFL-CIO/CLC)	1,000	22,000	32,000	June 17	Wages—
Architectural Glass & Metal Contractors Ass'n., Willowdale, Ontario	Painters Loc. 1819 (AFL-CIO/CLC)	275	6,050	8,800	June 17	Wages, fringe benefits—
Grand Valley Construction Ass'n., Cambridge, Ontario	Painters Loc. 1824 (AFL-CIO/CLC)	125	1,000	2,000	June 19 July 14	Wages— Return of workers by mutual agreement of parties—
12 Construction Co., Kitchener, Guelph, Cambridge, Ontario	Sheet Metal Wkrs. Loc. 562 (AFL-CIO/CLC)	160	2,880	4,160	June 19 July 28	Wages— Return of workers by mutual agreement of parties—
Alberta Construction Labour Relations Ass'n., Northern Alberta	I.B.E.W. Loc. 424 (AFL-CIO/CLC)	1,600	35,200	46,400	June 20 Aug. 19	Not reported— Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer		Duration in Man-days		Starting Date	
		Workers Involved	July	Accu- mulated	Termination Date	Major Issues Result
Mechanical Contractors Ass'n. of Alberta, Calgary, Alberta	Plumbers Loc. 496 (AFL-CIO/CLC)	1,000	22,000	25,000	June 21	Wages, fringe benefits—
Various Contractors of Niagara Peninsula, Niagara Peninsula, Ont.	I.B.E.W. Loc. 303 (AFL-CIO/CLC)	365	2,920	5,110	June 23 July 14	Wages, fringe benefits— Return of workers by mutual agreement—
Windsor Construction Ass'n, Windsor, Ont.	Laborers Loc. 625 (AFL-CIO/CLC)	850	2,550	8,800	June 23 July 7	Not reported— Return of workers by mutual agreement of parties—
Sarnia Construction Ass'n, Sarnia, Ont.	Plumbers Loc. 663 (AFL-CIO/CLC)	800	6,400	8,800	June 26 July 14	Wages, length of contract, other contract issues— Return of workers following settlement—
Ottawa Construction Ass'n, Ottawa, Ont.	Carpenters Loc. 93 (AFL-CIO/CLC)	500	5,000	1,000	July 3 July 16	Wages— Return of workers—
Ottawa Construction Ass'n, Ottawa, Ont.	Structural Iron Wkrs. Loc. 765 (AFL-CIO/CLC)	500	4,500	4,500	July 3 July 16	Wages— Return of workers when agreement reached—
Metro Toronto Home-builders Assoc., Toronto, Ont.	Laborers Loc. 183 (AFL-CIO/CLC)	1,000	2,000	2,000	July 4 July 8	Not reported— Not reported—
Alta Construction Labour Relations Assoc., Northern Alberta	Laborers Loc. 92 (AFL-CIO/CLC)	225	4,280	4,280	July 7	Wages, fringe benefits & other contract issues—
Can-Atom Mon Max, Glace Bay, N.S.	Laborers Loc. 1115 (AFL-CIO/CLC)	162	3,080	3,080	July 7	Wages, fringe benefits—
Kingston Construction Assoc. Kingston, Ont.	Laborers Loc. 247 (AFL-CIO/CLC)	300	4,200	4,200	July 14	Wages—
Construction Ass'n of Thunder Bay, Thunder Bay, Ont.	Carpenters Loc. 2693 (AFL-CIO/CLC)	580	6,300	6,300	July 14 July 29	Wages, hours of work— Return of workers—
Toronto Construction Ass'n. Toronto, Ont.	Carpenters 7 locals (AFL-CIO/CLC)	4,000	56,000	56,000	July 14	Wages, fringe benefits—
Heavy Construction Ass'n. of Windsor Windsor, Ont.	Int. Operating Eng. Loc. 793 (AFL-CIO/CLC)	300	4,200	4,200	July 14	Wages—
Sudbury Construction Ass'n. Sudbury Area. Ont.	Laborers Loc. 493 (AFL-CIO/CLC)	1,300	2,600	2,600	July 17 July 21	Wages— Settled by mutual agreement—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONT'D)

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, 1980-1989						
Industry			Duration in Man-days		Starting Date	Major Issues
Employer		Workers Involved	July	Accumulated	Termination Date	
Location	Union					Result
B.C. Hydro Mica Creek Dam, Mica Creek, B.C.	Teamsters Loc. 213 (Ind) Int'l Operating Eng. Loc. 115 (AFL-CIO/CLC)	199	200	200	July 23 July 24	Protesting dismissal of two workers and a hydro decision— Return of workers—
Niagara Structural Steel Co. Ltd., Douglas Point, Ont.	Int. Operating Eng. Loc. 793 (AFL-CIO/CLC)	125	130	130	July 31	Protesting manning of equipment—

Transportation & Utilities

TRANSPORTATION

Commission de Transport de la Communauté Urbaine de Montréal, Montréal, Qué.	Brotherhood of bus drivers, Metro operators & allied Service, Ind.	3,400	3,400	3,400	July 24 July 25	Wages, fringe benefits— Return of workers—
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COMMUNICATION

Télémetropole Inc. (CFTM), Montréal, Qué.	Public Emp. CLC	320	7,090	18,410	May 12	Wages—
B.C. Telephone Co., Vancouver, B.C.	Fed. of Tel. Wkrs. CLC	5,500	5,500	5,500	July 15 July 16	Protesting the suspension of a union official— Return of workers—
New Brunswick Telephone Co., Various locations, N.B.	I.B.E.W. Loc. 1148 (AFL-CIO/CLC)	600	600	600	July 25 July 28	Suspension of one employee— Return of workers—
Téléphone du Nord du Québec Inc., Val d'Or, Québec	Communication Workers Loc. 11 CLC	365	1,560	1,560	July 26	Wages—

POWER, GAS, WATER

Ottawa Hydro Electric Commission, Ottawa, Ont.	C.U.P.E. Loc. 200 CLC	209	1,790	1,790	July 4 July 16	Wages, pension provisions— Return of workers—
Transport Labour Relations, Various locations, B.C.	Teamsters Loc. 21-213-351 (Ind.)	300	2,700	2,700	July 21	Gas companies protesting union refusal to bargain—
Atomic Energy of Canada Ltd., Mississauga, Ont.	Society of Professional Eng. & Associates	310	1,520	1,520	July 22	Wages other contract issues—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location				July	Accu- mulated	Termination Date	Result
Trade							
Canada Safeway, Dominion Stores, Economart, Thunder Bay, Ontario	Retail Clerks Loc. 409 (AFL-CIO/CLC)	416	1,730	4,850	June 20 July 8	Wages, fringe benefits— Return of workers—	
Les Prévoyants du Canada, Montréal, Québec	Fed'n du Commerce CSN	190	4,180	12,160	April 22	Wages—	
Insurance Corp. of B.C. Province-wide, B.C.	Office Emp. (AFL-CIO/CLC)	1,980	43,760	103,430	May 20	Not reported—	
Service							
HEALTH & WELFARE							
Queen Elizabeth Hosp., Montreal, Que.	Social Affairs Fed'n CSN	250	5,540	16,440	May 1	Dispute over an overtime pay—	
Flin Flon General Hosp., Flin Flon, Manitoba	Retail Clerks Loc. 832 (AFL-CIO/CLC)	130	2,880	3,720	June 20	Wages, other contract issues—	
BUSINESS							
Brink's Canada Ltd., Montreal, Que.	Teamsters Loc. 931 (Ind)	180	3,960	8,820	May 23	Working conditions, wages, fringe benefits—	
ACCOMMODATION & FOOD							
Hotel Newfoundland, St-John's, Nfld.	Hotel & Rest. Wkrs. Loc. 779 (AFL-CIO/CLC)	100	30	30	July 17 July 17	Protesting slowness of negotiations— Return of workers—	
Public Administration							
FEDERAL							
Solicitor General Dep't (99 prisons), Canada-wide	P.S.A.C. CLC	3,200	3,200	3,200	July 2 July 3	Protesting Gov't policy, mourning death of prison guard— Return of workers—	
PROVINCIAL							
Centre Berthelet, Montreal, Que.	Fed'n des affaires soc. CSN	225	1,130	2,900	June 20 July 8	Protesting the firing of union president— Return of workers on condition of review of dismissal—	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1975 (PRELIMINARY) (CONCL'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				July	Accu- mulated	Termination Date	
Location							Result
LOCAL							
Ville de Ste-Foy, Ste-Foy, Québec	Féd. des employés municipaux et scolaires de Québec, (Ind)		170	3,740	6,460	June 9	Not reported—
Cité de Verdun, Verdun, Québec	Fed. of Public Service Employees CNTU		101	710	710	July 7 July 16	Wages— Return of workers—

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

ECONOMICS AND RESEARCH BRANCH

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1973.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price 75 cents. Cat. No. L2-1/1972.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1974. (Bilingual). Price \$2.50. Cat. No. L2-15/1974.

Measuring the Quality of Working Life. Proceedings of a symposium on social indicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H. Portugal. Price \$4.00. Cat. No. L41-13/1974.

Productivity, Costs and Prices. An examination of trends in selected manufacturing industries by Allan A. Porter. 1973 Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

WOMEN'S BUREAU

Women's Bureau '69. Papers dealing with the new role of women; discriminatory practices in connection with the recruitment of highly qualified women; and a consideration of the economic value of unpaid domestic services. (Bilingual). Free.

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Women in the Labour Force. Facts and Figures (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

Conventions and Laws Relating To Working Women (Bilingual). Free.

LEGISLATIVE RESEARCH BRANCH

Labour Relations Legislation in Canada. A comparative study of the federal and provincial Labour Relations Acts in Canada as they existed at the end of 1968. (A separate reprint is available free on request). Price \$3.50. Cat. No. L34-2069.

Labour Standards in Canada. Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.


ACCIDENT PREVENTION AND COMPENSATION BRANCH

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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the labour gazette

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Monthly Journal Canada Department of Labour

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THE LABOUR GAZETTE and LA GAZETTE DU TRAVAIL are published monthly by the Canada Department of Labour, Public Relations Branch.
CORRESPONDENCE — Address letters dealing with editorial matters to the Editor, The Labour Gazette, 340 Laurier Ave. W., Ottawa K1A 0J2.
SUBSCRIPTIONS — Canada: \$5 a year, single copies 60 cents; all other countries: \$7 a year, single copies 75 cents. Send remittance by cheque or post office money order, payable to the Receiver General of Canada, to Information Canada, Publishing Division, Ottawa K1A 0S9.
CHANGE OF ADDRESS — Send the new address, together with the previous address label, to Information Canada, Publishing Division, Ottawa K1A 0S9.
INDEXED IN: Canadian Periodical Index, Index to Canadian Legal Periodical Literature, Public Affairs Information Service Bulletin, and Work Related Abstracts.



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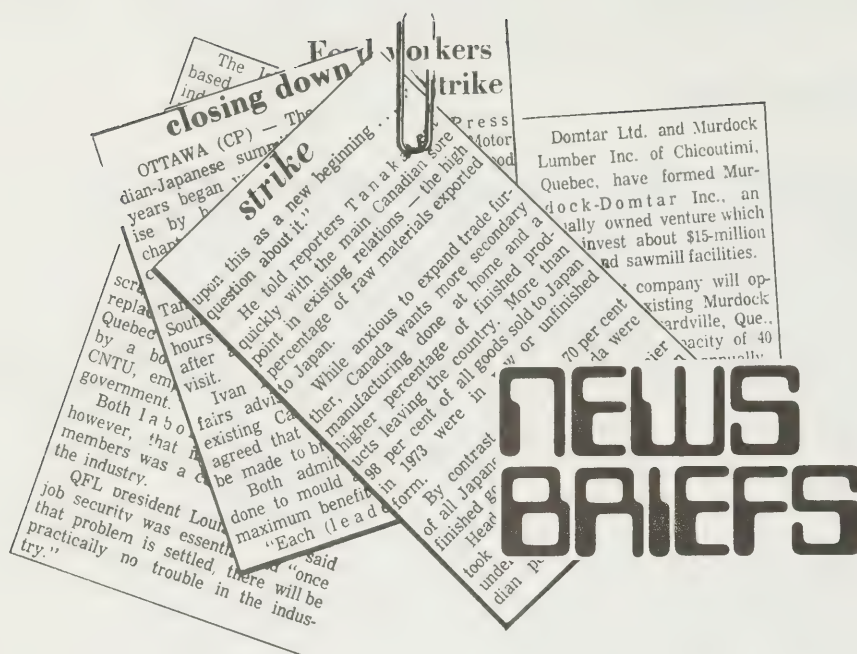
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Quebec Safety Study

The *Montreal Star* says lack of government interest may scuttle the recommendations of a special study that calls for a complete revision of industrial safety and rehabilitation in Quebec. (LG, Oct., p.677)

The newspaper quotes Dr. Alphonse Riverin, who headed the 15-month study as saying he is afraid government "lethargy" could stall the implementation of its recommendations.

Its major recommendation was that responsibility for industrial safety—now scattered among several agencies and departments—be concentrated under a central board that would administer one central code.

In an editorial, the newspaper commented: "The indifference of the Quebec government to problems of industrial safety is approaching the point of scandal."

Worst Accident Record

A commission of inquiry found the collieries operated by the Cape Breton Development Corporation to have the worst accident rate of any industry it encountered.

Labour Minister John Munro, who released the commission's report in September, agreed the situation was "extremely serious," and said it would not be allowed to continue. Officials of his department were advising the corporation on implementing the commission's recommendations, and, where necessary, issuing directives for remedial action.

He also said the coal mine safety regulations under the Canada Labour Code will be amended to strengthen the department's ability to regulate more effectively physical and general working conditions that led to the Devco situation.

The commission found an "excessive"

number of injuries in the coal mines. During the 1968-73 period, the Workmen's Compensation Board received 14,850 claims from Devco workers. Most were for temporary disability, but only 103 were non-compensable, 22 were for fatal injuries and 217 for permanent disability, due either to accident or impairment of lung functions due to silicosis.

The commission made 83 recommendations, calling not only for safer working conditions and prompter reporting and handling of injuries, but also for a more positive attitude to "safe and careful working conditions" by both management and unions.

It also said its findings indicate that not all claims for workmen's compensation were legitimate, and said income tax, particularly on the higher incomes in the mines, had an effect on this:

"A comparison of the cash flow from employment with the cash flow received from workmen's compensation awards showed that in some cases, more remuneration is obtained from compensation payments than from wages.

"Wages for miners at Devco ranged in 1974 from about \$30.65 a day to \$37.00 a day—from about \$8,000 a year to \$9,600 a year, for 260 days work. Combined federal plus provincial income tax rates on the upper increments of earnings in this range are approximately 28 to 32 per cent, depending on personal exemptions, leaving 72 per cent to 68 per cent net. On the other hand, workmen's compensation payments for partial disability are not subject to income tax and, in Nova Scotia are paid at a rate of 75 per cent of average weekly earnings in the previous twelve months—based on earnings of up to \$9,000.

The commission added: "A married man with three dependants and with average earnings of \$8,100 per year

would receive \$6 more if he were receiving compensation for one week during a year instead of wages for that week, \$25 more if he were off work for a month, and \$43 more if he were off work for two months. In such circumstances, the extension of convalescence as long as possible after an injury makes good economic sense."

The commission, which started its work in the fall of 1974, was headed by Prof. T.H. Patching of the University of Alberta. Its other members were R.L. Smith, former chief engineer of mines for the province of Ontario, and H.E. Weisbach, vice-chairman of the Canadian Labour Congress' national advisory committee on occupational health and safety.

Safety Campaign Succeeds

A three-year safety campaign, launched in the federal public service early in 1972, has reduced work injury rates by 9.2 per cent. The Treasury Board says the campaign has meant a potential avoidance of 4,200 work injuries. It is being followed by a new two-year campaign called "Accent Safety."

Coke-Oven Safety

Proposed regulations to protect 15,000 U.S. coke-oven workers have been criticized by both the steel industry and the United Steelworkers of America.

Union spokesmen say the federal government followed a "politically inspired strategy" by rejecting recommendations of an advisory committee and by adopting proposals "more acceptable to industry."

The labor department's Occupational

Safety and Health Administration did substitute its own provisions for several key recommendations from the committee. The committee was composed of union, industry and public representatives, with the industry delegates outvoted on several major issues.

Industry spokesmen complained that the administration ignored evidence in favour of less costly emission control standards industry would have accepted. The administration says its proposed standards would cost \$500 million to implement, and this would raise the cost of coke by \$5.20 a ton—a figure the union disputes.

All three parties agree that coke-oven work is hazardous, and accept evidence that an agent produced by coal combustion causes cancer.

One of the union's major complaints is that the regulations would not guarantee a worker's pay and seniority if he had to be moved to another job because continued exposure to oven fumes was damaging his health. The union says workers won't voluntarily submit to medical examinations if they feel their job security is threatened.

Seek Earlier Retirement

As part of several planned anti-inflation measures, President Giscard d'Estaing of France has promised to reduce the country's 40-hour workweek and lower the retirement age from 65. However, he has not said by how much, and he intends to consult both unions and employers before deciding.

The country's major labour federations are expected to press for lowering the retirement age to 60, which would release an estimated 800,000 jobs. Unemployment reached 700,000 in the fall, and is expected to be even higher before winter ends.

More Paid Holidays

The percentage of office employees receiving 10 or more paid holidays a year rose from 46 per cent in 1969 to 80 per cent in 1974, according to the 1974 report on *Working Conditions in Canadian Industry*, prepared by the Canada Department of Labour.

The report, based on the annual survey of wages and working conditions conducted by the department, shows that, proportionately, greater gains in holidays were made by "non-office and other employees" such as sales and operating personnel. While 29 per cent of them had 10 days or more paid holidays in 1969, the percentage had risen to 69 by 1974.

The percentage of office employees covered by collective agreements rose dramatically from 19 to 33 during the same period, but the percentage gain for other workers was comparatively small: from 62 to 67.

While 79 per cent of office employees worked less than 40 hours a week in 1969, 86 per cent worked less than 40 hours in 1974. The percentage of other workers in that category rose from 8 per cent in 1969 to 19 per cent in 1974.

Copies of the 106-page report may be obtained from Information Canada, Catalogue No. L-2-15/1974.

British Pension Plan

Britain's Parliament has passed legislation under which millions of married couples will retire on half-pay or more, with pensions protected against inflation.

"A turning point in the social history of Britain," was the comment of Barbara Castle, Britain's social services minister, when the Social

Security Pensions Act became law in September. "The legislation ends class and sex inequality in social security," she said.

The government regards it as one of the most important social advances since the Beveridge social security reforms of the 1940s.

The program comes into operation in April, 1978, and the first improved pensions will be paid out a year later. The program is aimed both at ending pension discrimination against women, and at giving preferential treatment to lower-paid and older workers.

Every working man and woman will receive a pension based on his or her earnings. The pensions of workers who pass their earning-peak years before they retire, will be based on their 20 best-paid years.

All pensions will be fully protected against inflation because they will be kept in line with proportionate wage gains by workers.

For the first time, a woman will get the same benefits as a man earning the same wages. A wife who has to leave work to rear children or care for a sick or elderly relative will keep her pension rights. Widows over 50 or widowed mothers will inherit whatever pension their husbands would have received.

Until the new program goes into effect, the present flat-rate retirement pension will continue, but the government plans regular increases as average earnings rise.

Flextime Advocated

A senior management authority has this advice for employers: If you aren't more flexible about adapting working schedules and conditions to your workers' home and family needs, you may lose them to employers who are.

Richard J. Schonberger of the University of Michigan Graduate School of Business Administration points out that for the vast majority of workers, home and family are the first concern, while job and career rank second.

"Relaxing rigid employment practices in order to accommodate workers' private needs has the potential to be more effective and less costly than many of the more manipulative attempts at managing human resources that are traditional," he writes in *Human Resources Management*, the school's journal. "Indeed, as more firms develop innovative policies for more flexible employment, employers that are slow to change may face serious problems in attracting and retaining a competent workforce." He suggests more use of flextime—flexible working hours—and questions the validity of compulsory overtime: it is resented by many employees and deprives others of an opportunity to work.

Some of his other suggestions: sabbaticals, job-change options, career changes, re-education for other jobs in the firm, and a summer-off option for parents of school-age children.

More but Shorter

Less working time was lost because of industrial disputes during the first six months of 1975 than during the corresponding period of 1974.

The Canada Department of Labour reports 597 work stoppages during the period January to June 1975, involving loss of 3,353,754 man-days, or 0.37 per cent of estimated working time.

Although there were fewer stoppages during the first six months of 1974—575—they lasted a total of 5,205,060 man-days, or 0.53 per cent of working time.

Professional Jobs Increase

Job openings for executives, accountants, engineers, scientists and other professionals increased by 8.1 per cent during the third quarter of 1975, according to the Technical Service Council, a non-profit placement and personnel consulting service based in Toronto. However, total openings are still 21 per cent fewer than during the record high at the end of September, 1974.

Consulting engineers and process industries continued to be the most active recruiters, with the specialized experiences needed by them in such short supply that some employers had started recruiting in Europe.

About \$23 billion in capital expenditures by industry helped buoy the sagging job market in the appliance, textile, mining and railway industries. But recent high interest rates have discouraged the construction of some new plants, and the job market for professionals may fluctuate for about six months.

Demand, however, appeared good for mechanical draftsmen, electronic technologists, electrical draftsmen, civil draftsmen, petroleum engineers, industrial engineers, personnel managers and electronic engineers. But plant engineers and mechanical project engineers headed the list of candidates most in demand. Next were experienced municipal engineers, structural designers, electrical engineering designers, chemical process engineers, civil project engineers, accountants, systems analysts, computer programmers and sales engineers.

But openings for purchasing agents were 36 per cent below the 1974 figure, and for foremen, 42 per cent below. Job openings were relatively scarce for lawyers, market researchers, operational researchers, foresters, physicists, physical metallurgists, technical illustrators, research

chemists, biologists, technical writers, as well as for new graduates in arts and new Ph.D. graduates in engineering and science.

Bonuses for Managers

Bonuses are becoming a more important way for firms to compensate management ranks, according to a survey by H.V. Chapman and Associates. The survey found that executive salaries at the beginning of 1975 averaged 14 per cent more than at the beginning of 1974, but bonuses were up even higher.

In manufacturing, for example, bonuses were up by an average 28 per cent. In financial institutions bonuses rose only 10 per cent. But, bonuses generally are less significant in financial institutions, with only 28 per cent of management personnel eligible for them, compared with 62 per cent in manufacturing.

Generally, senior management received higher percentage salary and bonus increases than did middle-management, the survey shows.

Highest average salary increases for management were in investment—more than 50 per cent; petroleum—about 45 per cent; and banking—about 42 per cent. Regionally, managers in the Prairies and the Atlantic Provinces had the biggest percentage increases.

Handicapped Good Workers

A survey by the Canadian Chamber of Commerce found business and industry are generally unaware that many handicapped workers are productive and that there are federal, provincial and private programs available to help industries employing the disadvantaged.

About 50 per cent of the 481 companies that responded to the survey said they have employed handicapped people, and, generally speaking, found them as productive as other workers.

The report pointed out that after the Second World War, the Department of Veterans Affairs was able to place 95 per cent of the disabled veterans in the regular labour force, "with a resulting high degree of employer satisfaction."

The survey found many employers unaware of Workmen's Compensation Board programs to subsidize necessary structural changes in work places for handicapped people, and wage subsidies beginning at 75 per cent of wages, for up to a year. The report also pointed out that Canada Manpower will pay up to 85 per cent of a handicapped employee's wages for a full year.

However, 60 per cent of respondents indicated they would be willing to support a voluntary program aimed at employing more handicapped people, and 86 per cent indicated they would approve of the Chamber of Commerce spending part of its budget on the program.

The survey was carried out in response to a request from the Department of National Health and Welfare.

PS Policies For Handicapped

A study is being conducted of the public service's practices in the hiring of handicapped people.

The study is being conducted by the Public Service Commission and the Department of Manpower and Immigration, to "increase the employment in the Public Service of Canadians with special needs."

Four demonstration projects—in Montreal, Toronto, Vancouver and the Ottawa-Hull region—will involve contact with voluntary agencies, including the Canadian National Institute for the Blind and the Canadian Association for the Mentally Retarded.

The job performance and job satisfaction of persons who enter the public service through the program will be assessed after six months. The study is expected to lead to recommendations to the minister of manpower and immigration and to the chairman of the Public Service Commission.

Hostile to Minorities

A comparative study finds that although there is more outspoken hostility against blacks and Asians in Britain than in Canada, the actual levels of discrimination reported by these minority groups are not substantially different in the two countries.

Dr. Anthony Richmond of York University bases this conclusion on an analysis of 20 surveys made between 1962 and 1975. He says they confirm that discrimination against West Indians and "dark complexioned Negroes, especially" is widespread in Canada.

In one of the most recent surveys of minority groups, conducted in 1974 in Toronto, 59 per cent of respondents reported some personal experience of discrimination in jobs, housing, or social services.

Dr. Richmond says Britain has had more black and Asian immigrants than Canada since 1962, and his study concludes: "Canada has a long way to go before it can claim a genuinely non-discriminatory policy with regard to the admission and integration of black and Asian immigrants into Canadian society."

Race Relations Code

The British government plans to introduce a Race Relations Act that will be one of the strongest anti-discrimination laws in the world.

Home Secretary Roy Jenkins told a news conference the new law will require business and government to have minorities represented among management ranks in the same proportion as they exist in the general population.

He said also that the only private clubs that will be allowed under the new law to discriminate on grounds of race or national origin, will be ethnic benevolent-type societies.

Employers would not be allowed to set requirements for such factors as height or education unless the employer can prove that the type of work requires them. Such qualifications now have the effect of barring jobs to some racial or ethnic groups.

Jenkins added employers will also be forbidden to order workers not to wear forms of national dress such as turbans or saris, except where they would violate a safety code.

However, it would be legal for some jobs to be based on nationality. For example, a restaurant serving Chinese food in a Chinese décor would be allowed to hire only Chinese waiters.

The new law would tend to shift the burden of proof to the employer in discrimination cases, and legal redress would be through the civil rather than the criminal courts. Prosecutions could be launched either by an individual or by a new Race Relations Commission to be created under the proposed new Act.

Britain's working men's recreation and drinking clubs are likely to be most affected. There now are 4,000 such clubs with 3.5 million members who

would no longer be permitted to bar membership on racial grounds.

The law would be aimed at benefiting people from India, the West Indies, Africa and Pakistan who now make up about 2.5 per cent of Britain's population. A government white paper points out that while about two of every five of the "coloured" people in Britain were born there, "the time is not far off when the majority of the coloured population will be British-born" and the time has come for "a determined effort...to ensure fair and equal treatment for all our people."

The new bill will not apply to Northern Ireland.

Jobs Go Begging

Bernard Kaplan, a correspondent for the *Montreal Star*, says that while France has banned further immigration of African and southern Mediterranean workers, it is having a hard time getting French workers to do the jobs formerly filled by immigrants.

"What the government here—and indeed elsewhere in Europe—is discovering is that, even when they have been without work for many months, most people will not take jobs as street cleaners, or in auto and other manufacturing plants," Kaplan writes.

"Because these jobs exist and need to be done, even in a relatively stagnant economy, a black market in émigré labour has again sprung up here. African workers, especially, are known to be entering France in some numbers in violation of the ban."

Kaplan quotes Prof. Charles Wisner of the Conservatoire des Arts et Métiers as saying a generation has grown up "which may prefer not to work at all rather than to work at jobs considered unpleasant, unsafe or beneath one's self-designated status."

His report also quotes France's labour minister, Michel Durafour, as saying industry and government should make these jobs attractive by raising the wages paid for them.

Durafour is quoted as observing that Switzerland made street cleaning more attractive by doubling street cleaners' salaries, shortening their hours, and providing the most modern equipment available.

The report adds: "Durafour, who has discussed this idea with the municipal authorities of Zurich and other towns where it has been carried out, said that all agree that it is less costly than 'lodging and inserting into the life of the city' the families of foreigners who would otherwise have to be recruited."

Women Miners

McIntyre Mines Limited has made a contribution to International Women's Year by hiring 13 women to work in its coal mine at Grande Cache, Alberta.

Six of them work underground at jobs ranging from timbering to running the shuttle cars. The others work in the coal preparation plant—the dirtiest area in the mine operation—where the coal is crushed, screened, washed and prepared for shipment.

Betty Griffith, officer in charge at the Grande Cache Manpower Centre, which recruited the new employees, says they are believed to be the first women hired to work in a coal mine in Canada, at least in the last 50 years. They are all doing jobs that men do, and for the same wages.

The company says that since the women started working, there has been a substantial drop in absenteeism at the mine.

Area-Wide Bargaining Sought

A plea for more area-wide negotiations has come from the Construction Labour Relations Association of Ontario after some "exceptionally high" settlements by employers who broke management ranks during the 1975 round of negotiations in the construction industry.

The association says that despite these agreements, its efforts to co-ordinate bargaining kept wage escalation to a lower level than in previous years. *CLR Report*, the Association's newsletter, says the average increase in 150 major contracts was \$2.88, or about 33 per cent, over two years.

But even that was "too high," and the association blames the employers: "With the absence of any centralized control over the bargaining process, they lacked unity. The unions, on the other hand, were able to work together whenever and wherever it suited their needs."

Employers who pursued "independent and selfish" objectives promoted the unions' catch-up mentality: "This demand by unions for catch-up settlements was more frequent and forceful this year than in any previous round."

The association reports that, in all, 360,000 man days were lost in achieving the 1975 settlements, causing "enormous" financial losses to industries and lost wages of at least \$29 million to the workers.

It says stability will come to the industry only through greater management strength "by reducing the number of existing contracts and developing broader and more integrated negotiations."

"This means area-wide bargaining," and the association will be making

representation to the Frank Commission, appointed by the Ontario government to investigate this possibility.

COLA Loses Clout

Half the 10.2 million workers covered by major collective agreements in the U.S. are protected by some form of cost of living allowance clause.

Figures produced by the U.S. Bureau of Labor Statistics suggest that though COLA clauses are sought by workers, they seldom make up for all the purchasing power lost to inflation.

The bureau estimates that while the consumer price index rose by 12.2 per cent in 1974, the increases provided under COLA clauses averaged only 5.9 per cent.

This came about largely through limits placed in contracts on how much workers could get from their COLA clauses, but also from the time lag between the time inflation hits and the time the negotiated increases take effect.

Unions in Business

The Australian Council of Trade Unions has gone into the gasoline business. It has joined with a newly-formed company that has 16 service stations selling gasoline in Melbourne with discounts of up to 16 cents a gallon. The new company, ACTU-Enterprises Proprietary Limited, hopes eventually to operate throughout Australia.

This is not the first business venture for Australia's major trade union organization. In 1971 it went into partnership with Bourke's, a department store in Melbourne, in an effort to keep retail prices down for its

members. It also operates a travel agency, ACTU New World Travel.

Profit Sharing

An economist for LO, Sweden's labour federation, has proposed a profit-sharing plan that would ultimately give employees major shareholdings in companies. Swedish unions are studying the scheme, and it may go before LO's 1976 congress.

Under the proposal, from 10 to 20 per cent of annual pre-tax profits would be converted to shares and transferred to a collectively-owned and administered employee fund, which would itself be part of a system of regional or sectoral funds.

The collectively-owned shares would be non-negotiable, and after from 20 to 35 years, the fund would be a major shareholder in the company.

Employers are critical of the proposal, saying profit sharing should be linked to individual companies and individual employees. Both the Federation of Swedish Industries and the Swedish Employers Confederation are also studying profit sharing and are expected to come up with their own proposals.

Canada Leads in Unemployment Benefits

Canada leads the non-communist industrial world in benefits to unemployed people, according to a survey conducted for the Organization for Economic Co-operation and Development (OECD).

Total transfer payments to the unemployed are slightly more than 2 per cent of disposable income or take-home pay of the work force in Canada. In the other countries

surveyed— West Germany, Japan, the U.S., Britain, France and Italy—the transfer payments to the unemployed are 1 per cent or less.

The study concludes that jobless benefits are too low in most countries, especially in Western Europe, where unemployment is expected to rise sharply this winter.

Employment Cost Index

The U.S. Bureau of Labor Statistics is launching a new Employment Cost Index in 1976. It is intended to provide a statistical series that will show how the price of labour varies over time in response to changes in the economic environment.

Many users find the existing wage measurement series inadequate for comprehensive analyses of employee pay changes over time. Generally, they have had to rely on movements of average hourly earnings.

Victor J. Sheifer, chief of the bureau's division of trends in employee compensation, says data on average hourly earnings, although timely, and providing considerable detail, "are not adequate indicators of changes in the price of labour."

"Derived by dividing employer payroll outlays by aggregate hours paid for, hourly earnings averages are influenced not only by rates of pay but also by overtime and other premium-paid work, the industrial and occupational composition of the workforce, and incentive pay plans," he writes in *Monthly Labor Review*, published by the U.S. labor department. "Moreover, the data are limited to production and non-supervisory workers and generally exclude employer outlays for fringe benefits."

The new index will present changes in the price of a standardized mix of

purchased labour services, much as the Consumer Price Index presents changes in the price of a standardized "market basket" of consumer goods and services.

It is aimed at meeting the heightened interest of economists and policy makers in trends in compensation, and particularly in the relations between pay changes and shifts in other economic variables such as the price level, productivity, employment and unemployment. This heightened interest arises, of course, from the economy's inflationary trends of recent years.

The new index will use a comprehensive working definition for the price of labour—employer expenditures per hour worked for obligations incurred in employing labour—in short, the compensation package. Outlays for fringe benefits are included, along with those for wages and salaries. The index will express the average price of labour in a given period in relation to a base period with a base price of 100. Thus it will provide an overall measure of compensation change in which the behaviour of individual components—hourly employer expenditures to or on behalf of workers in specified occupations within individual establishments—are incorporated with relative employment weights.

Labour Deserves Respect

Labour Minister John Munro says it's high time Canadians recognized the importance of the labour movement in this country and accorded it the status "its size and power command."

"There is a deplorable lack of labour representation on many important policy-making and advisory bodies," he said in an address to the faculty of economics at McMaster University, Hamilton, Ontario. As minister of labour, "I have been particularly

concerned over the denial to organized labour of its rightful share of economic decision-making."

Unions are no more steeped in self-interest than any other group in society. "But even if it were true that unions disregard the public good, could we really blame them when they are virtually excluded from the process through which basic decisions are made and priorities set?" he asked.

And some important decisions were not even made in Canada. Companies in Canada controlled by U.S. parent firms had refused to meet the demands of their Canadian workers, "not because the demands were excessive or unreasonable...but because they didn't want to set a precedent in Canada they feared would trigger a catch-up demand from their U.S. workforce." He cited the Pratt and Whitney (formerly United Aircraft) strike in Montreal, and the Firestone strike in Hamilton, as confrontations of this kind.

Munro said the Canadian labour movement, and its leaders, despite their contributions to Canada, enjoy much less respect and recognition than their counterparts in most countries.

"The top labour leaders in Britain and the United States, for example, are nationally-known figures. Union officers such as Jack Jones and Hugh Scanlon in Britain, and George Meany in the U.S. are household names. There's no reason why the president of the Canadian Labour Congress, Joe Morris, and such top Canadian unionists as Bill Mahoney, Stan Little and Dennis McDermott should not enjoy that kind of prestige here.

"There's no reason why they should not have the same kind of influence and the same voice in decision-making, instead of being virtually forgotten except when their organizations are involved in a strike or some other area of controversy."

Munro said union leaders now have a forum for expressing their views — the recently-established, tripartite Canada Labour Relations Council.

Can Work Harder

More than half of 1,107 Canadians surveyed, agreed that Canadian workers are not turning out as much work as they should, and slightly less than half said they could accomplish more themselves, if they tried.

The survey was conducted by the Canadian Institute of Public Opinion, and reported in several Canadian daily newspapers.

The institute said 51 per cent of those polled agreed with the statement: "Some persons claim that the Canadian workers are not turning out as much work each day as they should." Another 34 per cent disagreed and 15 were undecided.

When asked: "In your own case could you accomplish more each day if you tried?" 53 per cent answered "yes," and 47 per cent answered, "no."

However, 63 per cent of professional and executive workers polled, agreed with the first statement and 60 per cent answered yes to the second. For skilled and unskilled labour, those percentages were 46 and 44, respectively.

Losing Power?

Organized labour may be losing ground as a power in American society, says Robert Reno, a writer for the *New York Times-Post News Service*.

Reno writes that recent militancy by public employees—police, firefighters, garbage collectors and teachers—have

made labour "more visible but hardly more powerful."

He finds evidence in U.S. government statistics that labour is losing its influence:

—Union members are spending a smaller percentage of their time on strike.

—Union membership is increasing only slowly and is actually declining as a percentage of the total workforce.

—Wage settlements have not kept up with the inflationary spiral that began in 1966.

—Many major industries, including printing, publishing, utilities, chemicals, textiles, agriculture, government and finance remain only partially organized.

He notes that while wage increases outstripped price increases in previous years, by 1973 prices rose by 8.5 per cent and overtook labour's average gain of 7 per cent. In 1974, when prices rose 12.2 per cent, wage increases averaged only 9.4 per cent.

"Much of labour's problem lies in the fact that while it has done very well in such states as New York, Pennsylvania and California—where one of every three union members in the United States lives—it has found it difficult to organize in many states, including the 19 that still have right-to-work laws," he writes.

"It is to these states, most of them in the South and Southwest, where many industries have fled to escape unionization."

Reno says public employees, "one of the last large bodies of American workers to embrace organized labor," have been largely responsible for what little growth the union movement has shown in recent years. They have formed "some of the most powerful unions in the U.S. labor movement."

Mixed Blessing

The International Labour Organization's iron and steel committee discussed a baffling problem at its September meeting in Geneva: loss of steelworkers' jobs because of increased productivity.

Delegates reported that in West Germany, while crude steel production rose from 41.2 million tons to 49.5 million between 1962 and 1973, the number of iron and steel workers declined from 222,519 to 219,870.

During the same period in the U.S., while production rose from 118.9 million tons to 136.5 million, the numbers of workers dropped from 633,000 to 606,000.

The committee is seeking ways of improving manpower forecasting in the industry, and of meeting new training needs that have resulted from advanced technology.

Modern techniques in the steel industry are a mixed blessing: they have eliminated much of the dangerous work, but have led to increased nervous strain as the pace of production accelerates. They have also increased the need for improved monitoring of harmful substances in the working environment—another problem the committee is trying to tackle.

Co-op Education

After a slow start, co-operative education—alternating classroom study with paid, on-the-job experience—is spreading rapidly in the U.S.

Co-operative education started at the University of Chicago in 1906. By 1969, only 130 colleges were practising it. But according to *U.S. News and World Report*, the number has since mushroomed to 970—more

than one third of the country's colleges. Participating students now number 180,000 and are expected to reach 500,000 within three years.

And while co-operative education began in business and engineering schools, it has spread to liberal-arts colleges, which now make up about one third of the participating institutions.

Thousands of private employers co-operate in the programs, from giants such as General Motors, employing thousands of co-op students, to small companies, with only a few. The largest single co-op employer is the federal government, with 7,500 students at 25 of its agencies.

The usual co-op education pattern is for a student to undertake the regular freshman year, and in subsequent years to spend about half his time on campus studying, and the other half working for a co-operating employer—generally with academic credit—in a job related to his major study.

It usually takes five years to earn a college degree under the system, but its advocates maintain that this disadvantage is outweighed by several advantages: By combining classroom instruction with work outside, students discover new relevance in their education. Many make contact with employers for whom they continue to work full-time after graduation. Others find work experience useful in deciding what career to choose. It also helps students finance their college career. On the average, co-op students earn \$125 to \$130 a week, or more than \$3,000 in a 26-week period.

One of the country's largest co-op projects is at Drexel University in Philadelphia, involving 5,000 students—mostly in engineering and business, but also in home economics, science, the humanities and the social sciences.

At some of the participating colleges, co-op education is obligatory. At others it is elective or confined to one or more departments.

Oakville Richest City

Oakville, Ont., had the highest average per capita income of any city in Canada, according to income tax returns filed for 1973. It was the third consecutive year the automobile city led the list, this time with an average per capita income of \$10,922. Next in order were Sept-Isles, Qué., with \$10,810, and Mississauga, Ont., with \$10,284.

Of the 100 communities listed by Revenue Canada, the one with the lowest rating was Sydney-Glace Bay in Nova Scotia, with an average income of \$7,234. Second-last was Pembroke, Ont., with \$7,251, and third-last was Granby, Qué., with \$7,295.

By occupation, 23,709 self-employed doctors and surgeons led with average incomes of \$42,730, followed by 10,451 self-employed lawyers and notaries, with \$36,598; 2,693 self-employed engineers and architects with \$33,751; and 5,881 self-employed dentists with \$31,160.

And, as usual, except for an "unclassified" category, 253,098 pensioners were at the bottom of the occupational list with an average income of \$5,813. The next lowest category was the 7,959 self-employed entertainers and artists with average incomes of \$8,383. Next above them was the largest category, 7,145,963 employees, with an average income of \$8,568.

The other cities among the ten with highest average incomes were: Ottawa, \$9,892; Oshawa, Ont., \$9,817; Whitby, Ont.; \$9,808; Prince Rupert, B.C., \$9,706; Sarnia, Ont., \$9,667; Windsor, Ont., \$9,598; Alberni, B.C., \$9,455.



Stephenson

Ontario Labour Minister

Dr. Bette Stephenson, a former president of the Canadian Medical Association, and the mother of six children, is Ontario's new labour minister and one of three women in the cabinet named after the Conservative government was re-elected in the September 18 provincial general election.

The others are Margaret Birch, who retained her portfolio as secretary for social development, and Margaret Scrivener, who was appointed minister of government services.

"Moonlighting" Illegal

The Montreal *Gazette* says "moonlighting," the holding of a second job, now is a criminal offence in Belgium. The newspaper reports that penalties of a fine or one year in jail are part of a campaign to lower the current unemployment rate of 6 per cent, the highest since the Second World War.

U.S. Prefers Experienced Arbitrators

A recent study of arbitration awards in the U.S finds a strong preference for experienced arbitrators, and helps explain why only about 30 per cent of the 1,475 arbitrators, on the panels of the American Arbitration Association and the Federal Mediation and Conciliation Service are used.

The study was conducted by Walter J. Primeaux, Jr., a professor of business administration at the University of Illinois, and Dalton F. Brannen, a graduate student in management at the University of Mississippi, who examined the cases during a 30-month period, as reported in *Labor Arbitration Reports*.

They found a strong preference for experienced arbitrators, and suggested that this may be because the parties "are unwilling to risk leaving an important decision to an arbitrator of unknown integrity." The parties also avoided arbitrators who developed a reputation for favouring either management or labour.

Hence the parties "create an artificial shortage by using only a small portion of the qualified arbitrators" available.

Reporting their findings in *Monthly Labor Review*, a publication of the U.S. labor department, the authors also make this observation:

"The efforts put forth in developing 'acceptability' and thereby promoting the use of younger, less experienced arbitrators have been few and unsuccessful. Yet there is evidence that young arbitrators may be just as good as those with many years of experience. One law professor has compared decisions made by third-year law students, inexperienced in industrial relations, with those made by professional arbitrators. Seventy-five per cent of the students made the same decisions as the arbitrators. The

study concluded that experience in arbitration will not necessarily make a difference in the actual award."

The authors say their own research found that "experience as an arbitrator, arbitration as a full-time occupation, education, and the number of cases reported in past periods, were all significant variables in affecting the selection of 'ad hoc' arbitrators." They also found that "lack of membership in any professional organization had an adverse effect on selection."

Chamber of Commerce Annual Convention

The 46th annual convention of the Canadian Chamber of Commerce heard a strong warning against inflation from Gerald Bouey, governor of the Bank of Canada. Bouey told the delegates to the Saskatoon meeting that Canada has "no option" but to contain inflation if the country is to have any hope of achieving sustained economic growth.

He also said approaches used in the past were not good enough: "For more than 20 years almost every country in the western world has given rapid growth and high employment much higher priority in its policies than the preservation of the value of money."

"I hope that a sober appreciation by Canadians of the seriousness of our economic problems will call forth sufficient will to co-operate in the resolution," Bouey added.

About 600 delegates attended the fall conference. Its theme, "Canada's Critical Choices," reflected business concern that, as outgoing Chamber President E. R. Olson put it, "the traditional ways of measuring economic performance and taking corrective action do not seem to work any more."

Industrial relations, and high demands by unions, were one of the more frequently expressed concerns of the delegates, and there was keen interest in a panel discussion "Realistic Personnel and Industrial Relations."

The question of all strikes, not just those in the public service, was taken up by the panel. Tom Eberlee, the federal deputy minister of labour, said strikes don't always occur for economic reasons. They sometimes happen because many workers feel alienated at their place of employment, performing boring, repetitious jobs, sometimes in dreary, even hazardous conditions. "For such workers," he added, "calling a strike and walking a picket line is about the only lawful means available to allow them to vent their frustrations and express their opinions."

Eberlee said there is nothing wrong with collective bargaining as a concept: "It works well in scores of countries around the world." He hoped the new Canada Labour Relations Council would be able to help make it more effective and more in the public interest, particularly by



Pearson

looking into the pros and cons of consolidated or centralized bargaining.

But the co-operation of all parties would be needed for centralized bargaining to be effective. "It should be applied in a calm atmosphere," Eberlee said. "A poor economic situation is no time for parties to be pressured into last-minute desperate attempts at consolidated bargaining.

To succeed Olson, who retired as president, the Chamber elected Gerald E. Pearson, an Edmonton chartered accountant.

AFL-CIO Convention

A call to Canadian and U.S. unions to pioneer in multinational trade unionism was made by a Canadian labour leader to the October 8 biennial convention of the American Federation of Labor and Congress of Industrial Organizations in San Francisco.

Shirley Carr, secretary-treasurer of the Canadian Labour Congress, said greater co-ordination of U.S. and Canadian labour efforts is needed to counter the growing power of multinational corporations.

"The trade union movements of our two countries have pioneered international unionism," she told the AFL-CIO delegates. "The challenge for the future is for us now to go forward and pioneer in the field of multinational trade unions."

She saw the multinational corporations as a major factor in unemployment in both countries: "They successfully transport employment from nation state to nation state without regard for the social devastation that follows."

She stressed the economic interdependence of the two countries, adding: "There is a Canadian adage that when the U.S. sneezes economically, Canadians catch pneumonia. This is because two thirds of our total exports go to the American market."

She said both economies face the same grave problems: high prices, high interest rates and high unemployment.

AFL-CIO President George Meany spelled out what he saw as workers' needed gains in three-year contracts: "It takes 12 per cent in the first year to catch up with inflation, 8 per cent in the second year to stand still, and another 6 per cent in the third to fall behind.

Re-elected for another two-year term as president, Meany, now 81, said in his acceptance speech the AFL-CIO will press to make full employment a reality in the U.S.

He termed the 438-page report of the AFL-CIO executive council "the gloomiest ever presented" to an AFL-CIO convention. The council called the present economic situation "the most dangerous mess in 40 years." And both the council, and Meany blamed the policies of the last two administrations in Washington.

The council called for an overhaul of the tax system, now "overloaded with inequities," said the country still lacks an energy policy, and sought reform of the "inadequate" welfare system.

And it criticized fraternization of Western European "free" labor groups with "communist labor fronts." The American labor movement "must not compromise its organizational freedom by paying homage to the so-called labor movements of totalitarian regimes through programs of exchange and co-operation," it said.

The most heated debate of the four-day convention came over a call for federal legislation to give all public employees the right to strike. It was adopted over the objections of Jerry Wurf, president of the American Federation of State, County and Municipal Employees. Wurf argued that no federal or state legislation would ever be enacted to give public-safety employees—firemen and policemen—the right to strike.

"What we are in effect doing by insisting that there be an unlimited right to strike by public safety officers is in effect saying we don't want a federal collective-bargaining law," Wurf said.

But Wurf's resolution to substitute compulsory arbitration in disputes involving police and fire fighters was defeated soundly after Meany commented: "I hope I never see the day that the AFL-CIO, sitting in convention, will ask Congress to impose compulsory arbitration on anybody, anywhere, at any time."

Federation of Labour Conventions—1975

Nova Scotia

In a surprise move, delegates to the Nova Scotia Federation of Labour's

annual convention voted in favour of retaining the death penalty for murder. The recommendation ran counter to the stand adopted by the Canadian

Labour Congress and most other provincial federations.

J. K. Bell, the federation's secretary-

treasurer, was among the minority of delegates who wanted capital punishment abolished. He said later the delegates were influenced by the killing of two Moncton policemen in 1974.

Joe Morris, president of the Canadian Labour Congress and one of the principal speakers at the convention in Halifax, painted a grim picture of the country's economic future. Morris said there is little hope the unemployment rate will be reduced soon because federal policies will be geared to maintaining an unemployment rate of about 8 per cent throughout 1976.

Morris said inflation remains high but that the real villain for this is the federal government itself. He accused the government of using labour as a scapegoat to distract attention from federal "mismanagement" of the economy through both its fiscal and monetary policies.

Jeremy Akerman, the provincial NDP leader, accused Premier Gerald Regan of Nova Scotia of "joining the ranks of the propagandists" who are blaming labour for inflation.

Akerman said labour was losing the "battle of propaganda" and unless it started answering these charges, a wave of anti-labour legislation would be introduced by politicians.

He said some criticism of labour is justified, but most of it has been "grossly unfair. Nova Scotia has one of the best labour records in the country."

Walter Fitzgerald, Nova Scotia's labour minister, criticized both management and labour for calling in provincial conciliators before the two parties had engaged in any "hard-nosed" bargaining. He said in future he would not send in a conciliator unless he was satisfied a real attempt to

negotiate had been made: "We are not going to do the job for you."

"When I am asked to appoint conciliation officers where 10, 15, 20 or more items are still unresolved, I am alarmed," he added. "I am not only alarmed, I am not going to do it."

The delegates adopted resolutions urging more support for Canadian shipping and shipbuilding industries; the unilateral declaration of a 200-mile sovereignty limit on Canada's coasts; better municipal public transit; and the encouragement of more secondary industry in Cape Breton.

Other resolutions asked the provincial government to appoint a cabinet minister who would be solely responsible for the labour portfolio, and endorsed visits to socialist countries by union leaders, students and other interest groups in the interests of peace and mutual understanding.

Gerald Yetman, a Sydney carpenter, was re-elected president, and J. K. Bell of Halifax was returned as secretary-treasurer.

Manitoba

The Manitoba Federation of Labour heard somewhat divergent views on battling inflation during its October 4-6 convention in Winnipeg.

Premier Ed Schryer said that while Manitoba's economy was relatively healthy, Canada's economy was a "ticking time bomb," and the economic system could not last long without leading to "a day of reckoning." He said that while he was not in love with the idea of wage and price controls, labour should take note of a recent decision by Britain's Trades Union

Congress to support an incomes policy.

But while Premier Schryer suggested an incomes policy was overdue, President H.L. (Len) Stevens of the Federation disagreed. "It is wrong," he said. Stevens said labour's wages were already controlled through the collective bargaining process, while multinational industries manipulated consumer prices at will.

Labour Minister A.R. (Russ) Paulley of Manitoba told the delegates that public tolerance of strikes was wearing thin, and that the government was under pressure to withdraw the right to strike in certain areas. He called for more use of voluntary arbitration in collective bargaining, particularly in the public service.

Paulley said the government plans revisions to labour standards, workmen's compensation and labour relations legislation. But he said legislation alone can't help employers and employees to reach agreements, and that negotiators from both sides must go to the bargaining table with a mutual desire to adjust collective bargaining to the "disturbing problem" of inflation.

The Federation also submitted to the provincial government a "Manitoba Labour Code" containing its own version of the kind of labour legislation it wants in the province.

The document, first formulated as a standard code by the labour federations of Manitoba, Saskatchewan, Alberta and the Northwest Territories, would broaden the present powers of the provincial labour boards considerably, and generally increase the range of disputes to be heard before the boards instead of before the courts.

Early Retirement Pitfalls

by Clayton Sinclair

So you're thinking of retiring early? Perhaps at age 55? Best of luck. Better still, if you have a choice, think again.

Think, for example, of the days not long ago when bacon cost \$1.25 a pound, not \$2.48 a pound. Or, if you live in Montreal, when a bus ride was 30 cents, instead of 50 cents.

When was the last time you looked at an airline fare schedule? If you live in Winnipeg and were considering a weekend visit to your son or daughter in Vancouver, you could have done it four years ago for \$158 return. Today, the same trip would cost you \$198.

Then think about what your company pension plan will provide. You may decide that it looks attractive. But don't act hastily.

If you retire early, remember that the pension payments are all that you can

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count on until you reach age 65, when Old Age Security and your Canada or Quebec Pension Plan benefits become available.

Chances also are that the payments will be much less than they would be, had you continued to work until normal retirement age. The reason is simple enough: there will be less money in the fund for you now than later, and it will have to be spread out over more years.

And then there is inflation.

But the urge to "throw it all over" has suddenly become irresistible. You are 55 years old. Two months ago, your

brother-in-law tipped you off about a cottage on Vancouver Island. And, come to think of it, after 25 years with the company, you're tired of performing the same old function at the plant, aren't you? Also, your own house is paid off and the family is grown up and gone.

Now seems the time to make a move. You can take a part-time job or perhaps open a small business. But what really lies ahead?

Let's consider a pension plan under which the benefit is 2 per cent of average earnings in the five highest paid years for each year of service. This is one of the best formulas available in private industry today.

In such a case, an employee with 25 years of service receives a pension equal to 50 per cent of his best five-year average earnings, a 30-year employee receives 60 per cent and a

35-year employee receives 70 per cent.

The employee who retires prior to age 65 receives a pension based on his years of service to his early retirement date and his salaries prior to that date.

In many plans, the pension is then reduced because of the higher cost resulting from an earlier starting date for the pension. Some plans, however, allow an employee with sufficient service to retire at age 55 on his full earned pension without reduction because of early retirement.

You can now examine your own plan and see whether the formula is better or worse from your point of view, and make some calculations that will indicate where you would stand, if you go ahead with your retirement plan.

Now, let's consider inflation. We will assume you are 55 and started with the company at age 30 in 1951. You were earning \$12,285 in 1971 and life has been good to you: your pay increased by 10 per cent a year thereafter and in 1975, you were earning \$17,986.

The average of those earnings over five years is \$15,000. So, at age 55, you will receive a pension based on 2 per cent for each of the 25 years' service multiplied by the average \$15,000 salary. The pension thus would be \$7,500 annually, starting next year.

Now remember that after 25 years' service, this is what 50 per cent of average earnings (2 per cent X 25 years) works out to be. But in fact, it is only 42 per cent of what you are earning today.

Perhaps you now decide to wait until age 60 to retire. By then, your pension will be based on 30 years' service and on your average salary between 55 and 60.

William M. Mercer Ltd., the Toronto-based pension consultant company, worked out an example of what might occur in this event:

"If we assume that the individual's salary increases by 7 per cent annually from 1975 to 1980, his five-year average salary would be \$22,135 and his pension, starting at age 60, would be 60 per cent of \$22,135 or \$13,281 annually.

"If our employee decides to retire at age 65 and if we assume his salary increases by 5 per cent annually after 1980, his pension starting at 65 would be 70 per cent of \$29,272 or \$20,940 annually."

Obviously, that's a far cry from today's option of \$7,500 annually.

So far, we have not discussed what happens to your company benefits if they are "integrated" (as 85 per cent are) with those of the Canada or Québec Pension plans. The benefits outlined in your company's brochure could include the pension payable at age 65 by the CPP or QPP.

Depending on which of the four major formulas your plan uses, the company plan benefits would be reduced at age 65 by all or part of the pension payable by the CPP or QPP.

There is nothing sinister in receiving integrated benefits only at age 65. To be entitled to "stacked" benefits (that is, full company benefits plus full CPP or QPP benefits) you and your company would both have had to pay considerably more into the fund over the years than you have. Indeed, many unions negotiated "stacked" plans at the outset of the state pension schemes but switched later to "integrated" arrangements because they were less costly.

You will still get the \$600, \$800 or whatever that the company plan had worked out for you on a monthly basis. But remember that unless your

plan calls for "stacking," do not expect that at age 65 you will continue getting the full benefit of the company plan along with the full benefit of the CPP or QPP.

So before you decide to retire early, make sure you know all the details of your plan. Don't hesitate to discuss these with the personnel department. It will pay in the long run. What you learn may even persuade you to continue working.

What about inflation?

Remember that unless your plan recognizes inflation, its monthly payout will purchase increasingly less food, clothing, accommodation and all the other necessities of life as the years wear on.

One real-life example should illustrate the point. An Ontario executive eight years ago accepted a \$9,000 annual pension when he was in his mid-50s. That looked fine then, particularly since inflation was not running at the same rates as today. But things changed pretty suddenly. The consumer price index rose 62 per cent in seven years and in November 1974, the executive was down to selling his car.

Both the CPP and QPP today provide for inflation by "indexing" (or raising) benefits according to movements in consumer prices. But governments have until now tended to discourage such schemes in the private sector, although there are signs this attitude is about to change.

The government plans are not funded for indexation. That is, they are not pre-paid on a regular basis to cope with future, inflationary costs. The added money government needs to pay "indexing" costs simply comes out of tax revenue.

For a private plan to be indexed under existing federal legislation, the administrator would have to prove he

Retirement policies—how much choice?

A report by the Canadian Council on Social Development recommends that Canadian policy-makers stop "drifting" into retirement programs.

Instead, it says there should be a national debate on the values on which retirement policies should be based, and from it the development of integrated policies on retirement age, retirement income and services for the retired.

The 285-page report, by Joan C. Brown, the council's health program director, is appropriately entitled: *How Much Choice?* It examines in detail the development, limits and inadequacies of existing pension plans, employment opportunities and health and welfare programs for retired people. It is intended "to help Canadians understand possible policy options and become involved in the retirement policy debate, which until now has been confined to 'the experts,' many of whom have vested interests."

Brown's study notes that 22 per cent of all families and 26 per cent of individual Canadians over 65 live in poverty. More than half of them now need the Guaranteed Income Supplement to bring them even "marginally above" the poverty line, which the council sets at an annual income of \$7,028 for a family of four. "Unless Canadians have an adequate retirement income, many of the choices we have come to look forward to in retirement will be illusions."

Pension levels offered by the Canada and Quebec pension plans have been held down to allow private pensions to flourish, Brown contends, because it has been assumed that the private pension system is capable of working effectively. Her report shows, however, that private pension schemes have not provided adequate pensions.

As recently as 1970, the last year of complete statistics, private schemes covered only 40 per cent of the working

population and provided full pensions for less than 10 per cent. Since most of those covered were employees of governments and Crown corporations, this left almost 70 per cent of employees of private companies with no such coverage at all. Brown's report proposes that the Canada and Quebec pension plans be given a central rather than their present "residual" role in the overall pension system. They are universal, completely portable, secure and indexed to the cost of living.

The study calls also for a careful examination of proposals for compulsory early retirement of workers:

"Compulsory retirement at age 65 is now very general, yet it is rare to find any serious examination of whether this is a desirable development. We are now drifting towards earlier retirement without a full consideration of its implications."

The report proposes an alternative policy: a flexible retirement age offering the maximum possible personal choice within the 60- to 70-year age range. Such a policy might include having pensionable age determined by years in the labour force, as there are now considerable disparities in length of working lives.

"It is essential," Brown says, "that government develop policies that ensure maximum equity, maintain the right to work for those who wish it, and offer a worthwhile life in retirement."

Her report wants the national debate on retirement to consider "the values upon which our total retirement policies ought to be based, the appropriate role of each policy segment, and the planning of integrated policies which take into account the interplay of one policy segment with another."


This debate is a matter of urgency "in light of the anticipated increase in the numbers and proportion of the retired in the Canadian population.

Generally, the study recommends that policies on retirement age, income on retirement and services for the retired be more closely integrated: "Early retirement cannot be considered adequately without an examination of the adequacy of present pension arrangements, and early retirement will be a sterile process for many without attention to preparation for retirement and opportunities for increased satisfaction in retirement.

"We cannot avoid making policy decisions," the report observes.

"Decisions not to develop policies in certain areas, to give low priority to a particular program, or simply to allow market forces to govern change and development are as much policy decisions as the establishment of new programs and services, and may in fact have a stronger influence on total development."

Existing retirement policies reflect "a drift rather than a planned approach," the report adds, and it likens Canada's pension system to a "many-layered" cake: "As each layer has been found to be inadequate, for some or all of the people, a further layer has been added which, in due course, has also been found to be inadequate, and so the process has continued. The cake now has six layers or tiers—and continues to be under criticism.

"The oldest tiers are the private pension plans and personal savings. To these were added what has now become Old Age Security. In 1966 the Canada (and Quebec) Pension Plan was added, and then in 1967 the Guaranteed Income Supplement, to fill the gap until the CPP/QPP was fully operative. The intention was that these layers, together, would, with a few exceptions, obviate the necessity for provincial social assistance, which had always acted to meet the most acute of leftover needs, but in recent years new provincial support systems have developed such as Mincome in British Columbia and GAINS in Ontario." 

had enough funds to provide for any contingency. And to get the money there in the first place, he would need government's permission to guess how much inflation was probable over, say, 20 years.

One reason government has been reluctant to give such permission so far is the fear that some shady operators would exaggerate, and use the fund as a place to "hide" a lot of otherwise taxable dollars during good years while putting in almost nothing during lean years.

Fewer than a dozen of the 18,000-odd private plans in Canada today index benefits to the consumer price index. And until Canadian society reaches the stage when pension payouts increase on this basis, the only guarantee you are likely to have is what the company plan's brochure spells out.

But in spite of their costliness (both to the employer and the employee), there are definite signs that indexed pensions in the private sector will soon get federal government approval.

The most notable schemes in the wings today are those planned for the can industry. Starting in the spring, employees of the Continental Can Co. of Canada Ltd. and American Can of Canada Ltd. will receive pensions on retirement that include payments to reflect the rise in the cost of living.

Another device being tried is a separate contingency fund. There is no need to define future rates of inflation under this approach. All that is required is an admission that living costs will continue to rise.

The idea is for both management and the employee to contribute a bit more each month toward pensions but put the added amount into a separate fund. Depending on how much inflation occurred during the employee's retirement years, the pension would be enriched—not from

the central fund but from the contingency fund.

It is not a perfect solution. In times of high inflation, the money in such a fund could be exhausted quickly, and indeed, the approach might well be too costly to sustain. But the Ontario government has decided to experiment with it in an attempt to keep the earning power of some of its pensioners' monthly benefits in line with rising costs.

If you are still thinking of retiring early, you should also examine your plan to make certain it is not a "benefit-offset" plan, where company plan benefits are reduced by all or part of the pension payable under the CPP or QPP. This is not as inequitable as may first appear. Bear in mind that in pensions, like everything else, you get what you pay for. If you wanted a richer plan, you would have had to pay for it.

But you should be aware of the workings of benefit-offset schemes. Let's say your company plan provided for \$400 a month and CPP or QPP benefits were \$300, payable at age 65. Don't expect to collect \$700 a month once you are 65 and you are eligible for state benefits. You will still get only \$400 (apart from Old Age Security benefits): \$300 from the CPP or QPP and the other \$100 from the company plan.

This formula differs from the one used by 83 per cent of all integrated plans. Under the more popular formula, CPP or QPP benefits are paid for and reach the beneficiary independently of any company plan arrangement. Company plan benefits similarly are paid out to pensioners without any fiscal involvement with the state schemes. In the long run, both systems provide for about the same return on premiums. The lingering problem is that benefit-offset schemes imply somehow that the company plan is benefitting at the pensioner's expense.

Indeed, in some cases it is still quite in order for the administrator of a

Early Retirement Popular

A poll of 914 Canadians who are not yet retired found that 30 per cent of them plan to retire before they are 60 years old, 18 per cent expect to retire between 60 and 64 years, and only 22 per cent intend to retire after age 65. But 6 per cent say they will "never retire" and 24 per cent have no plans.

The survey was carried out in September by the Canadian Institute of Public Opinion. People polled were asked: "At what age do you or your husband plan to retire?"

private "benefit-offset" plan to deduct the indexed portion of your CPP or QPP benefits.

Floyd Laughren, the New Democratic Party member for Nickel Belt in the Ontario legislature, complained about this to the Pension Commission of Ontario early in 1975. As a result, changes are expected both in that province's pension regulations and in the rules governing pensions in the federal jurisdiction.

Benefit-offset plans are still quite common in the United States. But they have been declining in popularity here. Part of the reason is that they are no longer considered adequate, even though they cost both parties less.

Some major agreements, notably those between the United Steelworkers of America and the International Nickel Co. of Canada Ltd., Algoma Steel Corp. Ltd. and the Steel Co. of Canada Ltd., have been altered to provide the employee with any indexed benefits. But a few other such company schemes have gone unchanged.

There is a host of other concerns you should have about your retirement income. One is the difficulty that the CPP and QPP may have in meeting their commitments a few years from now.

Though never designed as self-supporting plans, both will run out of money within 25 years unless the governments change the way they are financed.

Authorities have two alternatives: let the funds run dry or raise the premiums. The second is obviously the only politically acceptable choice open to them.

Martin O'Connell, the former federal labour minister, may even have been testing public reaction to this possibility early in November when he suggested that government consider increasing CPP benefits so that in 1990 they would represent 50 per cent of the average Canadian's pre-retirement income, instead of the 25 per cent they now represent. The cost, however, would be substantial:

instead of the employer and employee each contributing 1.8 per cent of a person's income as they do today, premiums for each would rise to 4.3 per cent by the year 2000. Even today, retirees covered by the QPP can earn no more than \$1,320 a year and still collect the full state benefits at age 65. For every dollar earned beyond that, their state pension is reduced by 50 cents.

That probably will change. The federal plan had such a provision but it was abandoned recently, on the grounds that some persons over age 65 were forced to retire from the labour force in order to collect their full CPP benefits. And that was not regarded as good policy.

There also is the question of how secure your company's plan will be over the years.

There have not been many cases in Canada where a company plan was terminated and long-time contributors suddenly learned they were no longer entitled to any pension. But one is

enough to make anyone leery about the rest.

New legislation in the United States permits plans to be insured at a cost of \$1 a year per plan member. Canadian pension authorities note that government surveillance of plan finances here has been fairly strict and thus say that plan insurance is not really a necessity.

But \$1 a year per plan member would not be much to pay for the added security—at least, if that was all that was involved. The U.S. federal law also says, however, that if a company goes broke, up to 30 per cent of its remaining assets could be seized to satisfy the pension plan participants. The thought is that the plan's administrator may also want to insure the equivalent of that 30 per cent on a pay-as-you-go basis from both management and the employees. Suddenly, the fee of \$1 per plan member per year would increase.

The Mercer organization produced the accompanying chart early in 1975 to summarize the options available to the individual considering retirement at ages 55, 60 or 65, after having joined his company in 1951.

"The figures show clearly that under such conditions, even the most generous early retirement provisions result in severe economic loss to the employee. In times of rapid wage inflation, the employee would obviously be well advised to remain in his job until age 65."

Compare the value at age 55 of the income (pension plus salary) to be received subsequent to that age. Mercer calculates the value of a pension starting at age 55 would be \$75,000. By retiring at 60, the value at age 55 of salary for five years, followed by a pension is \$167,000, while the value at 55 of salary for 10 years followed by a pension is \$231,000.

Income from salary or pension for an individual with 25 years' service and a member of a pension plan paying 2 per cent of earnings times years of service.

Year	Retirement at 55 (pension)	Retirement at 60 (salary)	Retirement at 65 (salary)
1976	\$7,500	\$19,245	\$19,245
1977	7,500	20,592	20,592
1978	7,500	22,034	22,034
1979	7,500	23,576	23,576
1980	7,500	25,226	25,226
		(pension)	
1981	\$7,500	\$13,281	\$26,487
1982	7,500	13,281	27,812
1983	7,500	13,281	29,202
1984	7,500	13,281	30,662
1985	7,500	13,281	32,195
1986			(pension)
and later	\$7,500	\$13,281	\$20,490

Source: William M. Mercer Ltd., Toronto

"By retiring at age 55, the employee is giving up some \$92,000 in terms of present values over what he might receive if he were to work five years more, and some \$156,000 over what he might receive if he were to work 10 years more."

But that is only part of it. The employee should, of course, consider the effect of inflation on his standard of living if he retires early.

"Except where the pension under the employer's plan is adjusted upward to reflect movements in the consumer price index, an employee in the situation described would be most ill-advised to retire early unless and until it appears that inflation will be brought under control.

"Moreover, an employee who leaves the labour force well before age 65 will find his retirement benefit at age 65 under the state plan is reduced."


Mercer adds one last consideration:

"An employee with a need for life insurance loses the group coverage in effect at his place of work when he retires. The cost of replacing that can be significant even if he needs it only

for that period between retirement and age 65."

So, delightful as that cottage on Vancouver Island sounds, you have

the information now that might persuade you to forego it for a while.

See you at the company dance next spring? 



"Now should we be saving to fight inflation and spending to fight recession or saving to fight recession and..."

It Pays To Plan

by Ted Weinstein

How many people embarking on their first full-time job think that they must some day retire. The attitude of those entering the job market from high school or post-secondary institutions, is something like: "Me, think about retirement? I've just started working. I'll be working at least another 40 years, and I've still got my whole life ahead of me." Yet when these same people receive their first paycheques, they'll probably see deductions for the Canada or Quebec pension plan, and maybe for superannuation. The compulsory retirement age is slowly but steadily dropping.

Everyone knows of someone who has retired or is approaching retirement. What is the attitude of those who have retired? Relatively few workers prepare mentally, physically, emotionally, or financially for their own retirement. Some consider retirement a time of excitement and challenge, and they welcome it; for others it

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spells inactivity, perhaps boredom, and they dread it. Many see retirement as a reward for their years of work or service; others think it means they are no longer needed, that they have outlived their usefulness. In many cases, workers have developed their attitude to retirement years before they retire—and this attitude determines to a great extent how successful their retirement will be.

In Winnipeg, two organizations have combined forces in an effort to overcome the problems of workers in Manitoba who have retired or are about to retire—the Age and

Opportunity Centre, Inc., a Winnipeg social agency, and the University of Manitoba's Extension Division Community Studies Department.

Through the efforts of many people, including Gordon Hancock, Director of the UM Community Studies Department; members of the Age and Opportunity Centre (AOC) pre-retirement committee; Stan Bedosky, Winnipeg industrial relations officer for the Canada Department of Labour's Employment Relations Branch; and union and management personnel at both the Manitoba Rolling Mill plant in Selkirk, Manitoba, and the Winnipeg Branch of the Canada Post Office, a pre-retirement pilot course has been developed, tested on two Manitoba groups of workers, and found to be promising.

Earlier this year, more than 80 pre-retirement course leaders from a variety of industrial, government, utility,

and union organizations attended a two-day workshop on pre-retirement training sponsored by the AOC and the University of Manitoba. They became familiar with the problems of retirement, the details of the pilot projects, and how to adapt, set up and conduct pre-retirement courses at their own places of work.

Explaining the background behind the pre-retirement training concept, Bedosky said he was working with the United Steelworkers of America when he was approached by the Steelworkers area supervisor and told that the Winnipeg Labour Council and the union were interested in pre-retirement information. The Labour Council, in turn, had been working with a pre-retirement committee at the AOC. Hancock had developed a model pre-retirement program, and both the Steelworkers and management at the Manitoba Rolling Mills, located 30 miles north of Winnipeg in Selkirk, agreed to try out the model in the Mills plant.

Management personnel from the Manitoba Rolling Mills met with Hancock and representatives of the Steelworkers' Local 5447, the Winnipeg Labour Council, the Canadian Labour Congress, the AOC, and the Canada Department of Labour to discuss the original draft of the model. Recommendations for a specific design were made, and Hancock's rewritten model was subsequently approved by all parties. It was then put to the test over a ten-week period in 1974 with groups from the Winnipeg branch of the Canada Post Office and the Manitoba Rolling Mills.

According to Yhetta Gold, Executive Director of the AOC, "it was back in 1963 that the AOC became aware of the lack of planning workers were putting into their own retirement. The AOC counselling department noticed there were many retired people seeking financial advice, or seeking ways to pass their leisure time.

"Much of the material written about retirement.....reaches only a small group of people"

Responding to this problem, as well as trying to find a solution, the AOC Board of Directors formed a pre-retirement committee to sponsor a program on retirement education. But the Winnipeg community was not receptive to the program until recently. It's only been during the last few years that inflation has eaten away at pensions, and more people are retiring earlier in life."

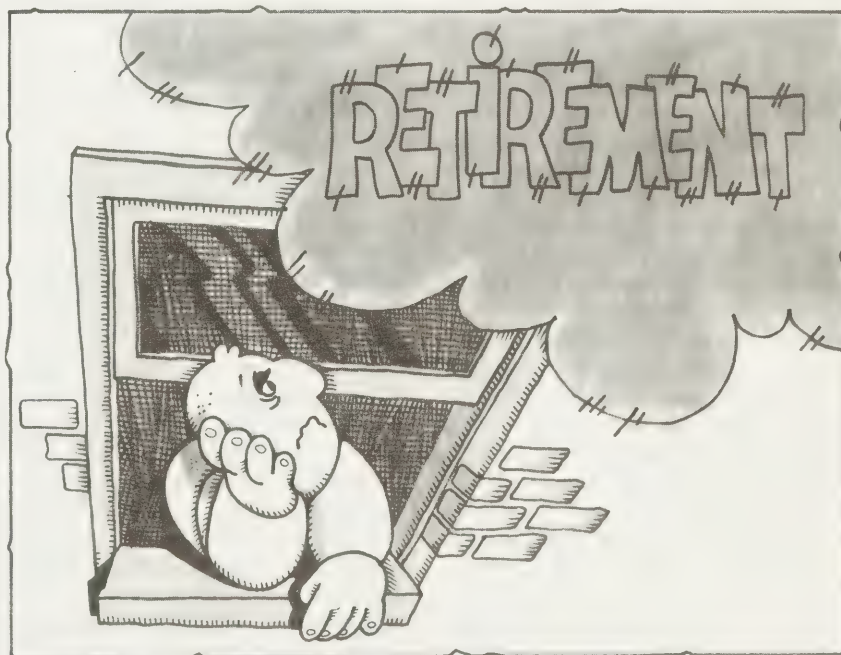
Armed with funds from the Canada Department of Labour, the Manitoba Department of Colleges and University Affairs, and the Winnipeg Branch of the Post Office, Hancock and the AOC worked with union and management representatives from the Steelworkers, Manitoba Rolling Mills, and the Post Office, to develop the program model.

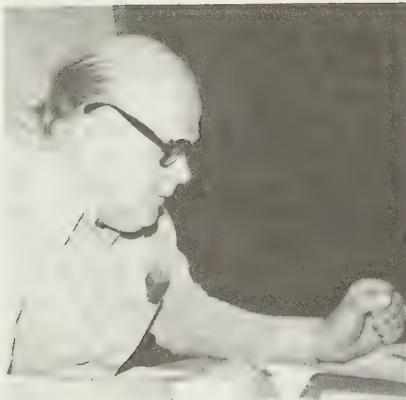
"There was one main objective, as we

saw it," Hancock recalled. "We had to reach the unconverted, people who were retiring without preparing for it. The chief problem with much of the material written about retirement is that it reaches only a small group of people: those who, to some extent, have already been convinced that they need retirement plans. The majority of people have negative attitudes toward retirement. They fear it, or they do not understand their needs. And these negative attitudes have never been dealt with.

"Many people see retirement as a time of leisure, or an opportunity for travel. But after a week of working around the house, or after taking a few trips, they are bored. What do they do then? Few people think about what it's like not to have a job. For many workers, a job means being needed, it means status, identity and friends.

"There are many stages of retirement," Hancock continued. "Many persons have an active retirement. After a few years, when they've aged, their activities are restricted. Then





Gordon Hancock, director of the University of Manitoba community studies department.

they enter old age. But this doesn't happen to all retirees; some 'die with their boots on', so to speak."

People with negative retirement attitudes lack the knowledge of possible problems and dilemmas they might be facing when they retire and age, advised Hancock. The problems include leisure time, housing, friends, transportation, money, health. They have a false security, in turn giving them a negative attitude toward planning. They don't know what resources they will need when they retire, what resources they currently possess, what resources are available to them. In many instances, those approaching retirement have not even discussed with their spouses plans regarding housing, or whether the spouse will retire or quit work at the same time, and so on.

"There are many positives to growing older," emphasizes Yhetta Gold. "There is still growth for an individual, regardless of age. Older people can get involved in their community or in life in general through community resources, but they must know of these resources in the first place. This is one purpose of the pre-retirement course."

This, then, was the task confronting Gordon Hancock: the design and

development of a pre-retirement program to raise people's consciousness about all aspects of retirement; change negative attitudes and erase fears; encourage the development of a planned approach to retirement; and create a desire to plan for retirement at an age young enough to make the plan feasible.

To develop his model, Hancock examined many retirement courses offered in Canada and the United States. His final program entailed a pre-retirement course, given once a week for ten weeks to the two pilot groups. The course was divided into five stages. The first stage involved publicity and advance information. The second, accomplished during the first three classes of the course, expanded the participants' awareness of the nature of retirement; raised individual consciousness about the particular concerns of the participants; encouraged a positive attitude toward retirement; and stimulated the participants to prepare for retirement. This stage comprised group discussions, exchange of ideas, and the introduction of retirement as a total life concept.

Hancock said his program....is based on individual differences relating to common problems

Stage 3, encompassing classes 4 through 9, presented specific topics as selected by course participants. The topics dealt with housing, budgeting, nutrition, mental and physical health, family and friends. Stage 4, the tenth and last class, evaluated what took place. Stage 5 was the post-course progress check, accomplished through counselling and evaluation.

Hancock said his program is unique in its attack on the problem of retirement. It is based on individual differences relating to common

problems, he observed; for example, money might not be an issue to all retired people, but their attitude toward money might be. Housing was a concern to the Post Office workers who lived in Winnipeg, but not to the course participants from the Manitoba Rolling Mills, most of whom owned their homes in Selkirk.

"The program tries to 'prime the retirement pump', to positively orient people approaching retirement toward this phase in their life, and to open up for them the range of alternatives that will help them enjoy a successful retirement," he noted.

"Our program lets the participants decide their own priorities. It provides them with a selection of pamphlets and booklets, and a lengthy bibliography of literature available from numerous sources. It utilizes films or short plays, and guest speakers who are experts in their fields. It encourages the spouses of the workers to attend the course. And we suggest that the classes be held in locations other than the workers' regular work area. This makes for more of a relaxed atmosphere and gives the classes the air of a social evening."

The importance of workers and spouses planning and discussing retirement together is underlined by a device known as the Comparator. Developed and copyrighted by the Retirement Studies Division of the University of Chicago Industrial Relations Centre, it consists of a rotating disc within a folder. A sheet of paper, on which are printed 19 areas of retirement planning, is inserted between the folder and the disc. The areas of planning are: community involvement; crime and isolation; family relations; financial management; gainful employment; hobbies; living area; living arrangement; mental health; nutrition; personal safety; physical health; self-development; social relations; spiritual well-being; transportation; travel; use of time; and volunteer activities.

"There is still growth for an individual, regardless of age"

Printed on the disc are 18 parallel lines. They join small holes at either end of the lines along the edge of the disc. The person using the Comparator starts with the lines in a horizontal position. The first line will join two areas of planning, such as family relations and travel. The person must choose one over the other in terms of importance or priority, and the choice is indicated by putting a pen or pencil through the hole at the end of the line pointing to his choice. Then, without moving the disc, the person goes to the next line, where two other planning areas are joined by another line. He chooses between these two, then proceeds down the disc until a choice has been made between all 18 paired combinations. Rotating the disc slightly joins up a different set of 18 combinations, and the person chooses again. Once at the bottom, the disc is rotated again, and so on, until each planning area has been paired with each other one, and a choice of priorities has been made.

The person then removes the disc and adds up the number of choices marked in each of the 19 planning areas. The totals are then transferred to a graph. This graph produces the person's retirement planning profile and indicates the relative importance he attaches to each area. When a husband and wife have decidedly different priorities, a lot of planning will be required.

At the pre-retirement training workshop, last spring, the potential course leaders represented such concerns as The Royal Bank of Canada, Manitoba Hydro, the Canadian Broadcasting Corporation, the Canadian Labour Congress, the Brotherhood of Railway, Airline and

Steamship Clerks, Freight Handlers, Express and Station Employees, Imperial Oil Company, the Toronto-Dominion Bank, the Amalgamated Clothing Workers of Canada, and the United Steelworkers of America.

Conducting the workshop were members of the Age and Opportunity Centre, and the men who helped design and who taught the pilot courses: Gordon Hancock, Ron Kristjanson, and Bob McWilliams. The workshop sessions discussed pre-retirement, the pilot projects, and potential problem areas.

Preliminary evaluations of the Manitoba Rolling Mills and the Post Office courses indicated the classes were a help to the workers. The participants—12 from the Rolling Mills, 18 from the Post Office—said on their evaluations that they would try new activities they might not have considered before the course. Financial budgeting or security was the most important area of retirement to a majority of participants from both groups. In addition, the Post Office participants expressed concern for housing, employment, and the mutual interests of husband and wife. Those from the Manitoba Rolling Mills rated husband-wife interests, self-development, and health as being areas of difficulty for which they would plan.

Interviews with three participants in the pilot projects highlighted the need for such pre-retirement classes. In Winnipeg, Alex Koster, 59, a Post Office mail sorter, said he is eligible for retirement, but is just thinking about it so far.

"I'm not frightened about the prospect of retiring," Koster observed. "I like to keep active and to travel. Retirement is an opportunity, not something to be feared. It's a transition period. I'm not ready to be called a senior citizen."

He said both he and his wife attended the pre-retirement course at the Post

Office. His wife had expressed some reservations about him "being underfoot all day" after he retired, but "after the course, she received some ideas for handling the situation," he noted.


"I also learned several things from the course. I'm aware of the importance of financial planning, of putting money aside for home repairs or other major expenses. And now I know that physical activity and nutrition are also important."

At the Manitoba Rolling Mills plant, Vernon Railton, 60, and John Sedik, 62, were both due to retire this year. They agreed that they were looking forward to retiring "to start living again. You can't enjoy life if you do shift work."

"A wife must be involved with and in her husband's retirement"

Both men emphasized the necessity of pre-retirement planning, and both agreed it should start at age 55 at the latest. They advised a course of some kind was helpful and important, and in Sedik's view, "I went to every class offered, and I think it is most important to attend every class in order to receive maximum benefit. Missing one class means missing quite a bit."

Sedik also stressed the role of a person's spouse in retirement. My wife attended the course with me, because she in a sense is retiring with me. We'll be together 24 hours a day. A wife must be involved with and in her husband's retirement.

"Friends are another important part of retirement," he said. "One must be aware of one's friends, what they will be doing when one retires. Friends are not needed when one travels, but what about the rest of the time? A man's wife and friends are very important for a successful retirement." 

Canada's Personnel People

In 1971, Canada had 4,055 personnel managers. Most were native-born Canadians who did not hold a university degree but held a position that now requires a degree. Male managers outnumbered women managers nine to one, and nine out of ten males, and one half of the females, were married.

An analysis of the 1971 census data by Dr. Pradeep Kumar, a research associate at the Industrial Relations Centre, Queen's University, has produced a manpower profile not only of personnel managers but also of the personnel and industrial relations officers and the personnel clerks who work under their direction.

The study is timely. Many questions have been raised about the viability of Canada's industrial relations system. And their main focus has been on the adversary approach to labour-management relations. But little attention has been paid to the

strength and quality of personnel administration, which Kumar describes as "the main determinant of labour-management relations" at the company level. So Kumar set out to analyse the personnel and industrial relations functions "and to assess the short-term as well as the long-term structural problems of human resources management." His focus is not on the principles and practices of personnel administration, "but on the activities and qualifications" of practitioners in the field.

Personnel administration—"the main determinant of labour-management relations" at the company level

These are some of the questions he tries to answer: What do personnel and industrial relations practitioners do? What are the occupational requirements, educational and

vocational preparation, and aptitudes, interests and personality traits desired in personnel administrators? How many managers, professionals and support staff are there in Canada? How do their age, education and income compare with peer occupations? Kumar says the answers are important in assessing "the strength of personnel management and industrial relations" in this country.

He uses *Canadian Classification and Dictionary of Occupations*, published by the Canada Department of Manpower and Immigration, as his basis for analysing the personnel and industrial relations functions and the educational, aptitude and personality requirements for the three occupational levels studied: personnel and industrial relations managers, personnel and industrial relations officers and personnel clerks. He uses the census data for his study of the size and nature of personnel

management and also of the age, schooling and income of personnel people.

Personnel managers form a part of middle management in government and private industry and are responsible for planning, organizing, directing and controlling the activities of personnel and industrial relations departments

The study found...more than one half of all personnel managers were in Québec

and divisions within an organization. *Canadian Classification and Dictionary of Occupations* shows that they hold a variety of titles, including personnel manager, employment manager, industrial relations manager, director of personnel, industrial relations director, and labour relations director.

Personnel and industrial relations officers are subordinate managers or administrators in the personnel and industrial relations field. Their titles include labour relations specialist, employment supervisor, personnel officer, occupational analyst, manpower counsellor, employment interviewer, and staff training officer.

Personnel clerks, of course, provide support services to an organization's labour relations and personnel activities.

Kumar finds it difficult to describe the precise nature of industrial relations work "because of the great diversity in personnel policies and practices." He says personnel activities are mainly related to "the management of human resources—that is they are primarily concerned with the problems arising out of employment, or unemployment, of people."

They can be grouped in seven major areas: staffing, training and education, maintaining personnel records,

personnel management, labour relations, administering compensation, health and safety.

Significant changes have occurred in the scope and range of personnel functions since the end of the Second World War: "From an isolated staffing and welfare function in the 1940s, personnel and industrial relations has become in recent years a complex, total human-resource management activity and an integral part of organizational management."

This has been brought about by a variety of factors, including changes in the size, pattern and composition of the labour force, growing professionalism, changing work values and attitudes, changes in technology and organizational structures, increased unionism, changes in legislation and in public policy, public concern about occupational health, and even "the knowledge explosion, increasing emphasis on communications and social awareness about equal employment conditions and opportunities."

If life were ever simple for personnel and industrial relations people, it was not so in 1971 nor is there any reason to think it is so today.

As their functions have grown, so have their numbers, and the 1971 census found 32,060 of them: 4,055 managers, 25,005 officers and 3,000 clerks. One in four of them was a woman, but she was likely to be in a lower category job. "Only one in nine managers was a woman compared with two out of three personnel clerks and two out of nine personnel and industrial relations officers," Kumar reports.

There was one personnel employee to every 239 wage and salary earners, and one manager to every eight personnel employees. The study found nearly two thirds of the personnel people were employed in Ontario and Quebec, and about one in every three

in Toronto and Montreal. More than one half of all the managers were in Quebec, but two out of every five officers, and more than half the clerks were in Ontario.

The average size of personnel staff was largest in Quebec and lowest in the Atlantic provinces. Quebec had one personnel person for every 207 wage and salary earners, compared with 228 in Ontario, 281 in the Prairie Provinces, 283 in British Columbia and 320 in the Atlantic Provinces.

And the ratio of personnel managers to total personnel and industrial relations staff was also highest in Quebec: two out of nine, compared with one out of 10 in Ontario, one in 17 in British Columbia and the Prairie Provinces, and one in 36 in the Atlantic Provinces.

Slightly more than half of all personnel and industrial relations people worked in manufacturing and public administration, and the federal government was the largest single employer in 1971, with 290 personnel managers and 6,210 officers.

The federal government — largest single employer of personnel people

Kumar found these numbers employed in other industries: manufacturing 6,315; business services 2,145; retail trade 1,890; provincial governments 1,765; finance 1,340; communication 1,105; hospitals 1,080; transportation 1,045; and wholesale trade 1,005.

He says the average size of personnel staff was also largest in the federal government: one personnel person to every 43 employees. He contrasts this with 1 to 5,993 in agriculture, 1 to 394 in forestry, 1 to 189 in mining, 1 to 248 in manufacturing, 1 to 88 in provincial governments and 1 to 176 in local governments.

Personnel managers are among the lowest paid in middle management

Most managers and administrators are men over 40 years of age who have less education and training than are required now of people entering this occupation. But personnel clerks are typically young women in their thirties with formal schooling and vocational training considered adequate for the job — 12 or 13 years of general education, and three to six months of on-the-job training. And while their managers are among the lowest paid in middle management occupations, the clerks are among the highest paid clerks.

What about the people in the middle? Kumar says the earnings of officers "compare favourably with their peer groups in industry with similar occupational requirements and nearly identical educational attainments." He finds them even slightly better off than many professionals in the social sciences and education who have far more education and training.

As might be expected, earnings for all three categories of personnel people are higher in Ontario and British Columbia than in Quebec and the Atlantic Provinces, with the managerial group showing the greatest disparity.

Most manager and officer positions now require a university degree in one of the social sciences, with some specialization in personnel and industrial relations and from two to ten years of on-the-job experience. But education and training are not enough; aptitude, interests and temperament are also important factors.

The aptitudes "considered significant" include intelligence, ability to understand relationships and to comprehend language, numerical ability to carry out arithmetic

processes, and clerical perception of pertinent details. The significance of each factor varies with the level of the job. "Managers, for instance, require a higher level of intelligence and verbal ability to reason, comprehend and to make proper judgments than personnel and industrial relations officers," Kumar reports. "Similarly, personnel clerks require the same kind of aptitudes as industrial relations professionals and managers but only at a lower scale."

Personnel and industrial relations people should also have "a positive and active" interest in dealing with people, in communicating ideas, and in such activities as counselling, arbitration, conciliation, mediation and negotiations.

"They are also required to have proper personality traits for communicating with their fellow workers, including those who represent unions, and for influencing their opinions, attitudes and judgments.... Personnel managers and industrial relations professionals should also possess a temperament to direct, control and plan activities of their group effectively."

Managers, of course, need all these traits and more, since they are also department heads. Kumar lists, among other qualities, leadership abilities, tact and discretion in dealing with people, and integrity to win the confidence of others and to establish rapport.

"They require a rare expertise in human relations and salesmanship. In their professional capacity, they need to be specialists, constantly in touch with the changing knowledge and methods in a wide variety of fields—economics, sociology, political science, education, psychology, law and industrial relations. An ideal personnel manager and administrator combines tact, discretion, integrity, flexibility, and perseverance to lead and motivate his fellow workers and to establish rapport

with union leaders, senior management and outside people.

"These are not very common qualities and therefore personnel and industrial relations people are not the average workers in factories or offices."

Are they equipped to do the job? Kumar declines to evaluate their personality traits, but he does say more personnel people are needed at all levels. He also points out that since many of the managers entered the field in the 1950s, their views and attitudes "may not be helpful in dealing with the young, diverse and educated workforce with a completely different set of work attitudes, career goals and aspirations. An infusion of 'young blood' may be needed" as well as more retraining for present managers.

Most don't hold a degree but their successors may need one

And since the need for industrial relations people is increasing, Kumar also proposes more career counselling and formal education in the occupation at all levels: primary, secondary, college and university.

He recommends also a reappraisal of personnel organizations to change the image of personnel and industrial relations management: "The low status of personnel and industrial relations management in the industrial hierarchy, reflected in their relative earnings, and the lack of awareness about the significance of personnel and industrial relations in modern organizations are factors in the current apathy towards the personnel and industrial relations profession."

Kumar's findings have been published by Queen's University's Industrial Relations Centre under the title: *Personnel Management in Canada, a Manpower Profile*. [9]

Continual Dialogue— The Key to Better Industrial Relations

by Shirley Plowman

With the swirling grey waves of Lake Ontario providing a dramatic backdrop, some 290 delegates crowded a conference room at the Beacon Motor Hotel at Jordan Station to listen to labour relations experts discuss conflict and problem-solving.

Co-sponsored by the Niagara College of Applied Arts and Technology and Labour Canada, the October conference was a platform for delegates to re-examine their own attitudes to traditional methods of collective bargaining, and offer suggested alternatives to the adversary system in industrial relations.

Delegates were reminded by conference chairman Rick MacDowell of the University of Toronto that conflict between labour and management stems from the fact that they have different goals. But in the

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long run these goals have to be harmonized because wages and opportunity for employees depend on the firm's progress and profitability. "In the long run, if there is no harmony, the company will be out of business and you will be out of a job."

On the flip side of the coin, the company's immediate needs are not always in harmony with employee needs. And conflict is then inevitable.

"We should bear in mind that we have harmony most of the time," Prof. MacDowell said. "Something like 90 per cent of all collective bargaining leads to agreement without a strike,

so the system, for all its criticism, still works fairly well in the majority of circumstances."

He advised that a good way to help bridge the gap between management and employee goals was through the advice and experience of Labour Canada's Employment Relations Branch. "These people have vast experience in labour relations, either on the union side or on the management side of the fence. Their experience is the kind that you can't buy from a management consultant, and it is a valuable resource to be used."

Delegates were told that one of the important services of the branch is the promotion of union-management consultation committees. "We are not talking about a committee that would replace collective bargaining, and we are not talking about a committee that

would replace the grievance procedure. Both of these are essential parts of the collective bargaining process," MacDowell noted. "What we are talking about is an attempt to get union and management together on a continuing basis,—a continuing kind of collective bargaining to harmonize difficulties as they arise."

"We have submerged almost out of existence a recognition of the parties' mutual interests"

Ontario Deputy Minister of Labour R.D. Johnston told delegates that when it comes to interest disputes, there are generally two kinds of arbitration—compulsory and voluntary. A new process, final offer selection (FOS) has been used on a number of occasions, he said, but it continues to be controversial.

"Dave Archer refers to it as a form of Russian roulette. John Crispo, I believe, calls it the 'least lousy offer' method, and he has had occasion to be involved in it once or twice and practically threw his hands up in despair when he saw his two choices."

Another development of increasing interest is fact-finding, in some ways a descendant of the old conciliation board process. The main difference is that fact-finders are not normally expected to make any recommendations; they simply set out the issues in such a way that the parties and the public can make their own assessment.

"I think fact-finding is probably going to be most useful in public-interest disputes, where hopefully it can focus public interest in an intelligent way on the merits of the dispute, and perhaps bring some pressure on the party that is being unreasonable."

Art Risely, Ontario Director of the Canadian Union of Public Employees, told delegates that his union is aware that strikes—especially in the public service—are highly undesirable, and that they should be used only as a last resort. "CUPE is vitally interested in finding ways to improve the adversary system," Risely said. "At the present time CUPE realistically accepts the fact that strikes are not obsolete. After all, sometimes a quick strike is better than lengthy negotiations with all the frustrations they produce."

Neither labour nor management, he said, seem to realize that they must cope with a completely new world. He suggested that in the same way a couple undertakes pre-marriage counselling, both parties should be trained and counselled prior to being engaged in collective bargaining relations. In the final analysis, he believes that free collective bargaining is the best system that we have today.

Management representative E.B. Griffiths, General Manager of the Toronto Harbour Commission, implied that the adversary system is not viable for today's circumstances and conditions. "I suggest to you that unless labour and management are capable of working together and properly understanding each other's problems, the question of inflation and the problem of unemployment is going to be greatly escalated, and much worse than it is today."

Peter Riffin, vice-president of Corporate Relations for Noranda Mines Ltd., said that although he believes the collective bargaining process is an integral part of the economic system, it has been instrumental in contributing to "double digit inflation."

Collective bargaining, he said, has resulted in highly inflationary settlements and a cost structure "that is battling us in terms of our

competitiveness with others at home and abroad."

The collective bargaining system, as it is practiced today, excludes a lot of problems that need a basis of co-operation such as safety and health at work, and participation in the decision-making process. "The deeply saddening aspect of the way collective bargaining is going, as far as I'm concerned, is that we have finally honed the adversary confrontation to the point where we have submerged almost out of existence a recognition of the parties' mutual interests and of the need for co-operation."

Stewart Cooke, International Representative, United Steelworkers of America, reminded delegates that only 30 per cent of Canadian workers enjoy the privilege of collective bargaining.

"The little shops employing less than 40 persons are still the majority in this country, and their workers have very little to say. We have a factory in the town of Tilbury that has been on strike 14 months and the company's offer to those people just before the

"It's high time adversary attitudes gave way to co-operative attitudes"

last minimum wage came into effect would have raised their wages to 15 cents above the current minimum wage. It's not a corporation that's going to go out of business; it's not going to price itself out of the foreign market. It's an American corporation that chooses to be in the town of Tilbury making toilet seats for the construction industry. They don't make their product any cheaper because those workers are being paid lousy wages, oh no. That's what our society is like.

"You talk about organizations that

"MED-A-FOS...would provide the parties with every opportunity to reach agreement through compromise and trade-off"

were supposed to be out of business 10 years ago, ours was supposed to be out of business 40 years ago...but it grows because people are being mistreated. In the current framework, people are using potentially dangerous materials because somebody could show their employers that by using those materials the company could make a vastly greater profit."

MacDowell agreed that there is more than money involved in the collective bargaining process. "I had the opportunity of acting in a minor way for a union involved in a discussion with a number of asbestos producing companies. Both the union and I believe the companies have been doing things that may be cost saving but very dangerous. And I talked to a group of trade unionists who are about the most frightened bunch of guys I ever saw because asbestosis is a very serious ailment, an industrial disease which nobody had heard about in this country until about two years ago. It's combined with a kind of cancer that has a 20-year time lag, no signs at all for 20 years and you're dead in 18 months. This is the kind of problem that has to be worked out through collective bargaining. There's a lot more than just money involved here when you talk about safety, industrial health and so on."

Collective bargaining has become more sophisticated within just a few short years, said Art Risely. "There's been a distinct change in the methods that we used many years ago. Today we have to have research departments, we have to have facts and figures to back up the kind of things we are presenting to management.

"As far as the adversary system is concerned, of course there is an adversary system. It's that kind of atmosphere; workers have their problems and management have theirs. And the problem of the worker is that he can't cope with inflation. The view in my organization is that wage increases do not cause inflation. It's inflation that causes wage increases."

If labour and management would only face up to the real problems, said E.B. Griffiths, they would discover they had more in common that they have ever had in the past. "What they really have in common is survival," he said.

But no one could dispute that despite the common struggle for survival, management and union were still basically locked in a combat situation. Said Peter Riffin: "I think labour-management relations is the only major activity in society today where we still settle a problem via trial by combat—relative strength of the parties—rather than by fairness and equity."

But strength was not necessarily measured by the size of either the company or the union. "I'm amazed to run into so-called knowledgeable people through the years who think the balance of power in collective bargaining is sort of a balance sheet of power—a large union, a big company. Those of us who practise labour relations know that timing, attitudes, personalities and politics—are the real things involved in making or breaking deals."

The age of specialization and compartmentalization of knowledge are a detriment to diverse groups getting together to solve mutual problems, thinks A. A. Manera, President of Niagara College. "Problems like inflation, crime, energy, labour-management relations, and unemployment need co-ordinated and concentrated problem-solving

approaches that cut across vertical lines of responsibility," he said. "Because everything affects everything else, solutions to any one problem cannot be assessed without considering the implications of other problems. Society at large is affected in a most direct way by what management does, what labour does, what government does. The kind of freedom that we enjoy in a democratic society is very much threatened if any one segment in that society tries to solve its problems without reference to the rest of society."

There was almost universal rejection of final offer selection and compulsory arbitration

Deputy Minister of Labour Tom Eberlee agrees. In a message sent to the conference, he said in part: "The adversary concept, as we know it, has in the past, functioned at least as well as any other system, but it was conceived for a society and an economy much simpler and less interdependent than ours has now become. It's high time that adversary attitudes gave way to co-operative attitudes as a reflection of our very real interdependence."

The deputy minister said that more effort was being directed toward finding alternative methods to the conciliation-strike system. He suggested that a combination of two methods—one traditional and one experimental, might be one answer. The traditional method is mediation, a process that attempts to resolve interest disputes through compromise and voluntary agreement. Nothing the mediator does is binding, and any suggestions or recommendations he makes can be freely accepted or rejected by the parties. The other is Final Offer Selection (F.O.S.) a process whereby the union and the employer submit their final offer to an

arbitrator or arbitration board in an interest dispute. The arbitrator or board must choose one of the offers in toto and without change, and the offer becomes binding on both parties.

"Perhaps a more appropriate method would be the combination of mediation and F.O.S., something that would incorporate the compromising and voluntary nature of mediation but, failing to produce a settlement, the flexibility to select the most reasonable offer as a binding award," Eberlee stated. "Such a method could be labelled 'MED-A-FOS.' It would provide the parties with every opportunity to reach agreement through compromise and trade-off, with the assistance of a third party, and would provide the third party with the power to effect a settlement should one or the other party be unreasonable in its position."

The system was unique, he pointed out, in that if the mediator were placed in the position of wearing the F.O.S. cap, the selection would be made on an item by item basis, as opposed to a package basis. At the same time, the individual making the selection would be in a position to assess the efforts made by the parties to make free collective bargaining work.

Speaking further on MED-A-FOS, Ken DeWitt, Director of Labour Canada's Employment Relations Branch, said: "If the parties know that the mediator can eventually put on another cap and say, 'O.K. I was there at negotiations, I could see what was going on, I could see that one party or the other was not being reasonable in this particular area. Therefore, if I am forced to put on the other cap, I'll make a decision on what my observations were while the parties were negotiating.' Even at that he would also have the right to withdraw

"It's a lot easier these days to get rid of a wife than to get rid of a union"

from making a final decision if he thought the parties were too far apart."

After listening to the diverse views expressed by the experts, the delegates formed groups, and spent several hours discussing the adversary method of collective bargaining, and seeking alternatives.

When the workgroup chairmen gave their final verbal reports, it was apparent that labour and management were in consensus about the basic issues. They agreed that the collective bargaining process was undergoing a period of strain, partly because of economic situations, and partly because it reflects views of the 1940s. Everyone seemed a bit apprehensive about the system, but not so apprehensive that they really wanted a radical change. Most of the delegates appeared to support the traditional approaches, but seemed to realize that they would have to work harder to make them more viable. Some expressed concern about the adversary system, but felt that like death and taxes, it would always be there.

The groups and the speakers were in agreement that the attitudes to the system were much more important than the particular technique used. Whether one was talking about mediation or conciliation, or continual bargaining, it was the overall relationship of the parties that mattered most.

There was almost universal rejection of both the Final Offer Selection

process and compulsory arbitration. In fact there was very real skepticism about any kind of compulsory third party intervention.

It was generally felt that good collective bargaining and a good bargaining relationship had to be built upon a solid basis of information—knowledge of the company's capacity to pay the going rate in order to arrive at a fair solution, or to bargain in good faith. Everyone agreed that continual communication was really the key to avoid the crisis atmosphere at negotiation time, and that ongoing committees would be of assistance.

"I think the best analogy to describe a labour-management relationship is that of a marriage, with a bit of a difference," MacDowell said in conclusion. "Marriages are a lot easier to dissolve these days than labour-management relations are. You are stuck with your management, and you're stuck with the union. It's a lot easier these days to get rid of a wife than it is to get rid of a union. And cheaper too."

He urged delegates to continue to discuss and search for alternatives. "I hope that you will be skeptical about easy solutions. I think you *ought* to be skeptical and I am sure you *will* be skeptical about any specific solutions, because a solution really can depend upon a whole series of factors, and what might be good for one industry is not necessarily going to be good for another."

In the final analysis, however, the conference brought people together and provided a platform for discussing mutual problems and possible alternatives. They even began to see these problems through the other person's eyes. It is from this kind of ongoing dialogue that mature union-management relations will emerge. [g]

The Beginnings of the Labour Movement in Québec

by Cyrille Felteau

It can hardly be claimed that the past ten years in Québec have been a period of social peace and contentment. Quite the contrary. The so-called "Quiet Revolution" was much less quiet than most people thought. Labour unrest was often long-lived and violent. Its effects were visible everywhere, on construction sites, at ports, in factories, hospitals, schools, post offices, and even in police stations and fire halls.

In fact the situation in Québec was no different from that in any other part of the country. It may be seen rather as a confirmation of the general rule. Commenting on Canada's labour problems last April, Prime Minister Trudeau urged representatives of management and labour not to make Canada's position as a trading and exporting nation even more precarious in a world of stiff international competition.

One may say, without exaggeration,

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that 1974 was not a good year for Québec: 212 major strikes involving almost 35,000 workers, 1,400,000 lost man-days. Although it's a drop in the bucket compared to the total workforce and the entire machinery of production, conflicts in one particular sector can paralyse the whole economy of a region, province or even country.

The Prime Minister and provincial leaders are worried, and justly so, about the serious, deep-rooted unrest that has prevailed for years on the labour front. The revelations of the Cliche Commission inquiry on union rights on construction sites are symptoms of a social ill that is hard

to define. It is imperative, however, that we get to the root of the problem immediately. As the Québec Chamber of Commerce recently recommended, a variety of corrective measures should be examined. Governments can no longer allow unions or rather union leaders to use the public as hostages in bargaining.

Before 1850, strikes and trade unionism were almost unheard of in Québec

The period that we are going through may be seen and understood more clearly in the context of the history of the early labour movement in Québec. Between 1850 and 1900, workers in Québec gradually became aware of their needs and rights. They also awakened to the fact that they were stronger when united and could more

easily reach their common goals. This was a period of growth for the Québec labour movement, of progress from childhood to early adolescence.

Before 1850, strikes and trade unionism were almost unheard of in Québec. But this is quite natural in a basically rural and agricultural society where factories are small, few and far between. Employees were unable to organize a permanent union. Consequently, to show their dissatisfaction, they resorted to brief skirmishes that the authorities had no trouble controlling.

The only ones who were able to form unions were the printers, in 1827, and the Montreal shoe makers and tailors in the 1830s. These short-lived associations left no valuable records; their ideology, the size of their membership, and their activities remain a mystery. All we know is that the mutual interests of employers and employees in the printing industry led to the formation of a union. They did not consider strikes as instruments to be used in bargaining. The rare documents in existence indicate that the printers had three main objectives: to assist sick or unemployed members, to limit the number of apprentices, and to improve working conditions.

The weak were defenceless and the strong were merciless

The 1851 census revealed that workers and craftsmen in the cities specialized in 125 trades, a limited variety that reflected the primitive state of Québec's economy. A more highly specialized division of labour came with modern technology.

But in spite of slow industrial progress, mechanization began to destroy the traditional balance and to change working conditions. A

craftsman who agreed to work in a factory was deprived of his freedom and his pride. He had to work long, hard hours for low wages. He had to go through the same motions every day and remain anonymous. He no longer had the joy of producing an item of his own creation, he was penalized for absent-mindedness and his mistakes; sickness and layoffs reduced his pay cheque, he was helpless during hard times. In 1901 a specialized worker made about \$330 a year (about \$30 a month) and a female worker made \$187 a year.

During this period of industrial progress, the weak were defenceless and the strong were merciless. Working conditions were sometimes akin to slavery. In 1889, the Coaticook Spinning-mill had no qualms about announcing that "there were jobs for the whole family, including twelve-year-old boys, and girls who were over fourteen."

The work environment was frequently unhealthy and employers tried to get as much work as possible from an employee, while paying him the lowest of wages. In the 1890s W.L. Mackenzie King, who later became Prime Minister of Canada, studied this practice and made a detailed account of it.

A manufacturer cut the fabric; subcontractors agreed to have the garments sewn for a fixed price. They went about it in two ways; they either crowded people who did piece-work into unhealthy workshops or they distributed the pieces to be assembled to thousands of women who worked at home. Mackenzie King pointed out that a woman who worked hard 60 hours a week earned \$2 or \$3 for that pay period. A carpenter, however, could earn \$3 a day. The "sweating system" was not an exception, it was the general rule in many sectors of manufacturing, including the textile, shoe, and cigar industries. King believed that 75 per cent of the garments sold were of the ready-to-

wear sort and, of these, barely 3 per cent were made in factories. The manufacturing was done in hundreds of small shops and thousands of private homes located mainly on the outskirts of the cities.

These employees earned the bare minimum and found it impossible to save any money. During slow seasons or periods of economic crisis, the situation became desperate for thousands of people who were out of work. *Le Canadien*, a Québec publication, stated, July 27, 1899: "Poverty among the working class is

The first labour conflicts were caused by a rapid rise in the cost of living

dreadful; hundreds of family heads are penniless and out of work." Many newspapers of the time carried similar stories. There were no social insurance schemes, such as family allowances, old age pensions and unemployment insurance, to alleviate the hardships caused by an economic slump.

Around the middle of the century, private enterprise and public agencies devised as best they could some way of assisting the poor and the unemployed. Thus, during the winter, the municipality of Québec employed people to cut stones that would later be used to pave new streets. The Society of St. Vincent de Paul gave away firewood donated by farmers from the surrounding area. The priests created, with the help of influential people in the community, committees that distributed soup. In 1868, five Catholic parishes in Québec gave out 4,300 vouchers weekly for one quart of soup and four ounces of bread.

In 1885, there were reportedly 6,000 unemployed workers out of an active population of 8,533 persons in West Montreal and the surrounding villages.

Strikes and unionism ran counter to the ideology held by most people

This is a far cry from the 8 or 10 per cent unemployment we now consider almost intolerable.

The level of poverty in towns increased as the 19th century wore on. In the 1880s the poor started to band together and to protest loudly, and sometimes violently. In January, 1892, 4,000 workers gathered in the Champlain Marketplace, Québec City, to demand that a public works program be set up to aid them. In Montreal, in 1895, 3,000 to 4,000 unemployed workers gathered on various occasions. One of them told the mayor: "The men will not quietly return home and starve to death in a country where food is plentiful and so many others are living in the lap of luxury; no one could blame them for resorting to guns and dynamite."

Europe and the United States had found an answer to the new labour relations problems a few decades earlier—workers' associations. These now started to flourish in Québec and their numbers swelled with the growth in industrial development.

The 1850s saw much heavy investment in railway construction and a sharp upswing in the lumber and boat-building trades. The increased number of industries in Montreal led to the first labour conflicts—caused by a rapid rise in the cost of living that was not compensated by higher wages.

The workers discovered and used methods for exerting pressure that were then common in Europe and the United States: strikes, picketing, threats and protest marches. Caught off guard, employers took measures that were popular in the United States. They called on strikebreakers,

implemented an obsolete criminal code, used machines, made a black list of undesirable employees, and formed arbitration committees.

A few examples give us an insight into the disorganized nature of these conflicts. In 1852, the Richmond Railway employees went on strike to back up wage demands. They also tried to intimidate workers who wouldn't go along with them. At the request of company officials, Judge Synes proceeded to arrest the union leader and to look for the union officers. In 1855, the strikers at the Grand Trunk Railway did the same thing and won the support of many trade associations. The mayor of Montreal made no secret of the fact that he intended to reprimand these agitators. He then organized a special police squad.

In Québec, where 6,000 dockers and hundreds of boat-builders toiled for low wages, the conflicts degenerated into small-scale riots. The dockers were forced to unite because of the pressures exerted by an influx of cheap labour from the surrounding countryside. The Irish first banded together in 1862 and formed the Québec Ship Labourers' Benevolent Society. Three years later, French-Canadian traders and dockers founded the French-Ship Benevolent Society. As early as 1866, conflicts broke out between the two rival groups. The Irish tried to intimidate the Lauzon dockers. The problems became more acute during the following years. Labour unrest spread to other sectors of the economy in Québec City.

In French Canada, strikes and unionism ran counter to the ideology held by most people. A Québec newspaper, *Le Canadien* asked: "In the name of freedom and charity, can this be right?" It went on to say: "peace is the only legitimate and rational way to protect yourselves." Montreal's *La Minerve* offered sharp comments: "Strikes seem to have

become the most common disorder in the country, which is always anxious to import evil European practices that are the most harmful to social well-being." *La Minerve* added: "Strikes always benefit lazy people; workers never gain anything from them because management is always stronger."

Cries from the advocates of peace did not alleviate the social problems in Québec City. In August 1869, three companies of soldiers had to be called to control the striking dockers. In 1878, encounters between strikers and the forces of law and order degenerated into riots. Labour conflicts were not confined to the traditional trades such as carpenters, dockers and joiners. They included the entire labour movement. As the process of industrialization gained momentum, proletarians who had trouble adapting to the living conditions dictated by technology became more numerous, associations were formed and conflicts broke out.

Trade with the U.S. paved the way for international unionism

Undoubtedly, the increased volume of trade with the United States paved the way for international trade unionism in Québec. The Iron Molders Union of North America, founded in 1859 in Philadelphia, established a branch in Montreal as early as 1861. The National Typographical Union (1852) became affiliated with l'Association des Typographes de Montréal in 1861 and with the same organization in Québec City in 1872. In 1865, a group of Hungarians from the United States formed l'Union des cigariers (Cigar-makers' Union) in Montreal. The Brotherhood of Locomotive Firemen and Enginemen opened a branch in Montreal in 1867.

Very little is known about the activities

of unions that left no records or, at the time, were secret organizations. In the 1860s, the most famous of these secret associations was the Chevaliers de Saint-Crispin (Knights of St.-Crispin), which was founded in Milwaukee. In 1867, the Knights of St.-Crispin opened chapters in Montreal and Québec. But this association was short-lived; it was dissolved in 1871-72.

The structure of these organizations remains a mystery. The newspapers that covered some of their more turbulent activities leave us with the impression that they enjoyed a certain prestige in the community.

In June 1867, 15,000 workers of all trades marched down the Champ de Mars. The number of strikes among wagon drivers in Montreal is another indication of the steady and effective nature of union activities. According to the newspapers, the unions wanted more than higher wages. The Montreal wagon drivers' strike in 1864 tried to break the Grand Trunk's transport monopoly. The shoemakers in Québec were not against the mechanization of the shoe industry. They did, however, take action from 1869 to 1870 to try to control hiring so as not to find themselves out of a job.

The union movement was adversely affected by a financial and economic slump from 1873 to 1879, but union activities started up again in the prosperous 1880s. The first important strike in the textile industry took place in April 1880; 500 female employees of Hudon mills had asked for increased wages and a shorter workweek. The company replied that it would not hesitate to import workers.

In May 1881, the Grand Trunk Railway took even more drastic measures when faced with a strike: "All men who do not report for work today will receive their wages at 6 p.m. and will have to fill out an application form if they want to be

The unions lacked success in the political arena

rehired." Most of the workers rushed back to work, but the company refused to rehire the union leaders. Nineteen more unions were formed in Québec between 1880 and 1900. In February, 1883, the Montreal Leather Cutters Association tried to organize the General Labour Association of Montreal. The Pork Butchers' Union took an active part in the Montreal municipal elections. There were more strikes.

Behind the ever-increasing number of labour conflicts stood the Knights of Labour (les Chevaliers du Travail), a secret organization founded in the United States. It established its first Canadian branch in Hamilton in 1881, then opened branches in Québec. Here, the organization's success was due mainly to its idealistic tendencies. It was in favour of political action, co-operation, arbitration, education of its members through debates, and monetary and agrarian reforms. Its secrecy, however, worried the clergy. In October 1883, Cardinal Taschereau sent a copy of its constitution to Rome. In September, 1884, Rome banned the organization. In a circular sent out on February 2, 1885, Cardinal Taschereau asked all Catholics not to belong to this association "because of the principles, the structure, and the statutes of the Knights of Labour (Chevaliers du Travail)." The clergy's instinctive mistrust toward secret societies and international unions led directly to the formation of Catholic unions in the 20th century.

In January, 1888, an excerpt from a sermon covered by *Le courrier du Canada* was indicative of the clergy's point of view. "The eloquent preacher [Canon Bruchési, who later became archbishop of Montreal] made a clear distinction between Catholic societies,

like the craftsmen's associations, and the irreligious or indifferent societies. The latter should be banned, while the former should be encouraged in order to ensure the development of our religion and to safeguard our nationality." For the time being, however, the Québec clergy had to put up with international unions. A somewhat cynical comment is found in the *Montreal Star*. "The time when bishops could lead people around by the nose is past."

The unionization of workers gained momentum toward the end of the 19th century. By 1902, there were 151 locals in Québec. Again, workers felt a need to co-ordinate the efforts of their unions. In 1881, the Toronto printers organized the Toronto Trades and Labour Council; in 1885, all the Montreal unions, except for the Knights of Labour (les Chevaliers du Travail), were united under the Montreal Trades and Labour Council. This type of council pushed for better labour legislation and campaigned on behalf of Members of Parliament who were on labour's side. Because labour legislation came under provincial jurisdiction, the councils could not wage an effective battle against national, if not international, monopolies.

The first unions had no ideology, no managerial personnel, no relief fund

The unions were interested in political action, but their efforts did not meet with very much success. On July 17, 1886, 100 workers gathered in Weber Hall in Montreal to choose a labour candidate to run in West and Central Montreal. Their candidate was defeated in the elections. Before 1900, the workers were only once successful in electing their candidate, Alphonse-Télesphore Lepin, who was voted into office in an 1892 by-

election. His victory was the result of the unions' unqualified support.

Their lack of success in the political arena, and the ineffectiveness of their verbal demands forced workers to resort more and more to strikes. A rough count of work stoppages in Québec reveals that there were at least 44 between 1886 and 1900. The sectors most often hit by strikes were the textile industry (10), the shoe industry (6), the tobacco industry (5), and the Grand Trunk (3). The disputes centered most often on questions of wages and the 9-hour working day. Right from the beginning, however, it seems that the union movement in Québec espoused the views of the international unions.

Changes in Quebec's economy during the second half of the 19th century provided the impetus for trade unionism, yet there appears to be much confusion as to the birth of the province's unions. Québec's geographical position and its three-sided cultural background, putting it at the crossroads of French, English and American influences, helped to blur the origins of the Québec union movement. A union leader like Médéric Lanctôt would not hide the fact that while he was in Europe he looked into the labour unions and their social theories, and that the knowledge he gathered there guided his actions.

In the craft-oriented sectors of secondary industry, the traditional mutual aid societies continued to develop. Intensive studies have shown that between 1850 and 1900, dozens of these societies were formed. Several are still in operation, like the Société des Artisans Canadiens-français (Society of French Canadian Tradesmen), originally founded in 1876 by a group of woodworkers in Nicolet, and l'Union Saint-Joseph de Drummondville (the St. Joseph's Union of Drummondville), which has been helping workers in that region since 1889. Modern labour unions were

formed in industries that were more affected by the industrial revolution.

The first workers to band together were the tradesmen. In self-defence, as it seems, they transformed their mutual aid associations into unions to slow down the mechanization of industries, to control the hiring of workers and to maintain their existing level of wages. The fact that the first

A union movement that sprang from the people of Québec took several decades to develop

associations appeared during the long period of price increases between 1851 and 1873 is quite significant. The widening gap between the cost of living and wages and the introduction of the machine were, without a doubt, determining factors in the formation of unions. It was impossible for

employers to lay off large numbers of skilled workers, as the unions whose memberships included these workers were able to resist pressures exerted by employers and public opinion. Craftsmen who became factory employees suffered much more than the journeymen from the alienation brought about by the machine. Consequently they were more attracted to unions that went beyond the fight for better salaries and working hours and questioned industrial society on the grounds of its inhumanity. The Knights of St. Crispin and the Knights of Labour owe most of their success to this factor. This outlook is also responsible for the motions put forward in the Trades and Labour Congress of Canada to create a socialist state.

Non-skilled workers were slower to form unions because manpower resources were abundant and employers had no trouble hiring meek workers. Right from the beginning, the resistance put up by the non-skilled



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"Let's leave the payroll heist until after the company has awarded its cost-of-living increase."

workers was doomed to failure. A few privileged groups, however, such as the dockers and wagon drivers, were able at an early date, to wage successful battles against their employers.

The first unions to appear often had no ideology, no managerial personnel, no relief fund, and were often quite shaky. The development of these organizations was severely hampered by the economic slump between 1873 and 1878, which forced many industries to close down. They were hurt even more by the fact that they did not have the support of either the wealthy or the Church. The cuts in salary made by employers in order to protect their profit margins led to badly organized skirmishes. Many underfed and badly-dressed workers took the opportunity to declare that they were dying of starvation under existing conditions.

The process of industrialization started to regain momentum in 1880 thanks to fixed rates, reduced transportation costs, mechanization, centralization and integration. A new type of trade union emerged: membership was no longer according to the trade, but rather according to specialized operations. One example is the assemblers' strike declared in the Québec shoe industry. American unions formed by workers performing specialized tasks established branches in Québec and strengthened this tendency.

The unions of the 1880s were undoubtedly better organized than the earlier ones. They benefited from the help, the experience and the

organization of American unions. They subjected their members to stricter discipline and managed to back up their demands with some degree of success. The unions were often imported and they always based their actions on principles that were not conceived in the French Canadian culture. They hardly suited the Québec worker.

A union movement that sprang from the people of Québec took several decades to develop, at first within the CCCL and then within the CNTU. To recount the birth and evolution of this new type of trade unionism in the province would be to tell the history of the labour movement in Québec over 75 years. That, of course, is another story. **lg**



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"Well, we've finally reached the point where our creditors can't afford to foreclose on us!"

Industrial Relations in Québec Since the "Quiet Revolution"

by Shirley B. Goldenberg

In view of the considerable current concern over labour unrest in Québec, it is important to remember that the climate of labour relations in that province reflects the malaise of a society that has telescoped into a brief time period changes that were spread over many decades in the rest of North America.

Given the general climate of labour militancy in Québec today, and the politicization of labour negotiations by some of the more prominent union leaders, particularly in the public sector, it may be hard to believe that a former Premier, Maurice Duplessis, used to advertise in the American press for industry to establish itself in the province because of its "cheap and docile labour force."

By and large, this was a correct description of the situation in Québec prior to 1960, the year in which the Liberal team of Jean Lesage defeated the long established Union Nationale

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and launched its so-called "Revolution tranquille"—the Quiet Revolution.

The watchword of the Quiet Revolution in the early Sixties was "rattrapage" (catching up)—catching up to the rest of the country, catching up in effect to the Twentieth Century.

There is no doubt that Québec was on the move even before the Quiet Revolution. But it moved slowly and in the case of the labour unions, only in fits and starts.

Public policy in labour relations in Québec was about the most restrictive in the country. The Labour Relations Act of 1944 had provided machinery

for union recognition, the right to bargain collectively and the right to strike in the private sector. These, rights, however, were not always implemented in practice. The Steelworkers' strike at Murdochville, for example, was essentially a recognition strike. The company had used all the delaying tactics in the book to keep the union from being certified. It had done so with the connivance of the provincial government, which often engaged in strikebreaking activities, as in the case of Asbestos. But while the Labour Relations Act permitted strikes, in theory at least, in interest disputes in the private sector, the Public Services Employees Disputes Act and the Municipal and School Corporations Act required compulsory arbitration of unresolved disputes in a wide range of public and quasi-public services.

The Quiet Revolution heralded better days for the labour movement, with legislative changes that gave Québec

"Rattrapage"—catching up—was the watchword of the Quiet Revolution

the most permissive labour legislation in the country. The Labour Code of 1964 extended full collective bargaining rights, including the right to strike, to salaried members of licensed professions such as engineering, architecture, medicine, law and others that had previously been excluded; to teachers a year later; and with minor modifications, to employees of the provincial government. Police and firefighters were the only groups specifically prohibited from striking under the Labour Code. However, the new legislation contained provisions (Section 99) to postpone a strike, by court injunction, for an eighty-day period in specified public services where a work stoppage might involve a threat to public health or safety. The injunction could not be renewed. The changes in labour legislation that were implemented in the Quiet Revolution have remained on the statute books.

Québec workers, on the eve of the Quiet Revolution, were organized, as they are today, in two major federations, the Québec Federation of Labour (QFL) and the Confederation of National Trade Unions (CNTU). Although these organizations had shown solidarity in particular strikes in the past, and would do so again in the future, the Quiet Revolution was marked by considerable rivalry between them, with the CNTU in the ascendancy. Being a Québec-based and uniquely French Canadian movement was a distinct advantage during the upsurge of nationalistic emotion that marked this period. But personal factors were also important. Many leaders of the CNTU in the early sixties had the advantage of long ties of friendship with ministers in the government of Jean Lesage.

This was a period of tremendous militancy. The strike statistics show that the CNTU, with considerably less than half the total union membership in Québec, was involved in two out of every three major strikes. It would no longer put up with the wages it inherited from its more docile days. The early Sixties were also marked by a tremendous organizing drive. The CNTU doubled its membership between 1960 and 1966, a period in which the rate of growth of the rest of the organized labour movement in Canada appeared to have passed its peak. Thus the CNTU's share of total organized labour in Québec rose from 30 to 40 per cent.

The organizing drive took two forms. First there were raids on rival unions affiliated with the QFL. This caused a great deal of bitterness, but the numbers involved were minimal, less than 15,000. Less dramatic but more significant, the CNTU moved into new areas, seeking new classes of workers to organize, white-collar workers, professionals, civil servants. The largest new group was in the civil service, more than 25,000.

Nowhere was the need for "rattrapage" more pressing than in the public services. While civil service salaries in other jurisdictions had been traditionally inferior to the private sector, the disparity was even greater in Québec, where government employment was notoriously riddled with patronage, efficiency was low, and salaries lagged accordingly. The Québec of the early Sixties also reflected a long history of Church domination in the health and education sectors, areas that even in other provinces were marked by depressed wage levels. With many of the French hospitals and schools having been staffed by members of religious orders, the lay workers who were employed in the expansionary period of the Quiet Revolution found themselves starting with a particularly low wage base. The impatience to upgrade substandard

wages and working conditions in a climate of rising expectations, rapid social change and widespread questioning of established institutions and practices may explain, in part at least, the rash of strikes in public services—as well as in the private sector—that followed the liberalization of labour laws in Québec and that are still very much a part of the industrial relations scene.

There is no doubt that events in the public sector have dominated labour relations in Québec in the past decade. The first civil service negotiations occurred in 1966 and reflected the superior preparation of the unions. The *Fonctionnaires Provinciaux du Québec* (SFPQ) achieved significant gains, the professionals flexed their muscles by going on strike as did the employees of the Liquor Commission. In the same year, a strike in a number of hospitals was brought to an end by placing the hospitals under

Events in the public sector have dominated labour relations in the past decade

trusteeship. The government trustee was given a mandate to settle that the hospital boards had lacked. With the government now paying 95 per cent of hospital operating costs, under the hospital insurance program, local hospital administrators were no longer in a position to decide on wages and salaries. "He who pays the piper calls the tune."

The social changes that were introduced by the Lesage regime were telescoped into such a brief time period that some of them, notably the educational reforms, proved rather difficult to digest, particularly in the more traditionally minded rural areas. In 1966 the people of Québec defeated the government of Jean Lesage and

returned the Union Nationale to office. The financial legacy of the Quiet Revolution reflected the enormous cost of its reforms, particularly in the education sector. (Hospital insurance costs were shared by the federal government). The Union Nationale government had little choice but to embark on a policy of financial restraint. It began by issuing directives to school boards restricting salary increases. This resulted in a number of serious teachers' strikes in the winter of 1966-67. The strikes were ended by special legislation, the notorious Bill 25. In addition to forcing the teachers back to work and extending existing collective agreements, this Bill was particularly significant because it established province-wide bargaining in the education sector, *with the government as a party to the bargaining relationship*. Bill 25 provided that the parties to the 1968 teachers' negotiations would include: representatives of the Federation of Catholic School Commissions, the Federation of Protestant School Commissions and the government on the management team; representatives of the Corporation des Enseignants du Québec (now known as Centrale de l'Enseignement du Québec or CEQ), the Provincial Association of (English) Catholic Teachers (PACT) and the Provincial Association of Protestant Teachers (PAPT) on the employee side. Centralized bargaining in the education sector was now written into the law.

Government representatives also took part in hospital negotiations in 1968 and were signatories to the collective agreements that resulted. In the case of the hospitals, however, there was no statutory provision for government participation at this point. It was a voluntary arrangement—mainly because the unions wanted it. They felt it would be more practical to deal with their "real employer," in the financial sense, than to waste time with intermediaries.

The government had felt at a disadvantage in the first round of civil service bargaining (1966). Bargaining rights had been granted rather hurriedly, and with little preparation, in response to union pressure. What with the need to catch up in salaries and the fact that the unions were well prepared, the first negotiations brought significant union gains. But given the government's responsibility for wages in the health and education sectors as well as in the civil service, it became clear that increases could not continue to be given on an ad hoc and piecemeal basis. By 1968, the negotiations took place in the context of a common wage policy, the famous "politique salariale", which was applied to all areas of public employment in which the government was a party to

'Malaise' had been building up before the Common Front strike

the bargaining relationship. The responsibility for the 1968 negotiations in these areas was assigned to a minister of state (without portfolio) in charge of the civil service. By 1969, the Civil Service Department Act established a new department for the purpose. Since then the minister of the civil service has been officially responsible for the conduct of all negotiations in which the government is an interested party.

The most recent negotiations in the public sector (1971-72) resulted in some very dramatic events. A Liberal government was back in office but this did not improve the bargaining climate. The bargaining structure in the health and education sectors was set out in special legislation, Bill 46, adopted on the eve of the negotiations (June 1971). This Bill provided for government participation on the management bargaining teams and province-wide negotiations for all employees in the health and education sectors.

While the legislation envisioned centralized bargaining in each of the major sectors, health, education, civil service, the actual process of centralization for the last negotiations went much farther than the statute provided. By articulating a common salary policy for the entire public sector and imposing centralized bargaining on the hospitals and schools, the government, unwittingly, initiated a process of centralization that culminated in a single bargaining table for employees in the civil service, hospitals, schools, CEGEPS (community colleges), Liquor Commission and Hydro-Québec, as well as security agents, social workers, and so on. Faced with the government's "politique salariale", the major unions in the public sector decided to form a Common Front with Marcel Pepin, president of the CNTU, as head of the negotiating team. The CNTU represented more than half the workers involved in the common front.

The common front negotiations were carried out at a central bargaining table, with representatives of the government, the hospitals and school boards on one side and the CNTU, CEQ and QFL on the other. Negotiations at the central table involved the key monetary issues of wages, job security, pension plans and salary insurance. Although concurrent negotiations were carried on at separate sectorial tables, for example health and education, to discuss issues peculiar to each of the groups, it was understood that separate sectorial agreements would not be finalized before a central agreement was signed.

The stakes were particularly high under this centralized system, partly because of the numbers involved, partly because there could be no middle ground between a settlement and a strike. The Québec government would not allow third party arbitration in a public sector interest dispute. As the common front negotiations

included all the public services, nearly half the gross provincial budget was involved. The government insisted it would never abdicate its responsibility over budgetary priorities. It still maintains this position.

The negotiations broke down, and a very bitter strike ensued. The strike as such was legal because the unions had observed the compulsory delays and given the required notice. On the other hand, the hospital workers who ignored a court order to return to work were clearly in defiance of the law. It was for counselling these workers to defy a court injunction that the Big Three labour leaders Pepin, Laberge and Charbonneau went to jail. Back-to-work legislation (Bill 19, April 21, 1972) suspended the right to strike rather than revoke it permanently. It provided for a contract to be imposed by government decree if renewed negotiations did not produce an agreement within a specified time period. A four-year agreement was eventually signed by all but the teachers and Liquor Commission employees. The contracts of these two groups were imposed by decree.

It is particularly important to be aware of the social context in which the public service strike took place. An atmosphere of malaise had been building up long before the negotiations began. The unions had presented a common front against the government on a number of public issues as far back as the summer of 1970. They had demonstrated against a bill on language rights in the schools; then they demonstrated against some provisions of the Medicare legislation that was being debated at the same time. They felt the doctors got too good a deal in bargaining with the government and eventually used this as an argument in their own negotiations. There was also the famous October crisis of 1970—and union opposition to government measures at the time. There was the *La Presse* strike—a

private sector dispute—used by the Common Front leaders as a symbol of oppression of the workers. So the unions that would eventually negotiate together in the public sector had already taken part, together, in a number of very emotional events. This could only aggravate the climate at the bargaining table.

The labour relations climate has not improved since the last round of public service bargaining

The Common Front negotiations were characterized by a political dimension that went beyond the conventional issues, and tactics, of a labour-management dispute. The formal union demands were based mainly on wages, working conditions and job security, the usual subject matter of collective bargaining; but the negotiations, from the outset, took the form of a political confrontation between the union leaders and the government. With the union slogan of "Cassez le Système," down with the system, the strike that ensued was virtually inevitable.

The politicization of the common front negotiations had some significant repercussions, including a rather serious breakaway movement in the ranks of the CNTU. The civil service union (SFPQ) disaffiliated from the central body, preferring to go it alone. Some of the CNTU affiliates in clothing, mining and construction also decided to leave; they formed a new labour organization, la Centrale des Syndicats Démocratiques (CSD). The total loss of membership from these disaffections has been estimated between 50,000 and 75,000.

The common front strike also raised some serious public policy issues, particularly with respect to enforcement of the law and the

maintenance of essential services. It was generally expected that the government would revise the law before the next round of negotiations. However, while restrictive legislation (Bill 89) was actually introduced, it was subsequently withdrawn. The right to strike in the public sector remains on the statute books of Québec.

It is clear that the general climate of labour relations has not improved in Québec since the last round of public sector negotiations. The strike record during these years has been the highest in any province. Some bitter and lengthy strikes in private industry, like United Aircraft, Asbestos and construction have become *causes célèbres* implicating the provincial government. Other strikes in the private sector, in municipal transit, even strikes by police and firemen and some in areas of federal jurisdiction have only served to exacerbate the situation. On the other hand, it is interesting to note this high level of strike activity has been a serious drain on union treasuries, particularly in the case of the CNTU whose strike fund has been virtually depleted. It is also particularly interesting to note that an emergency membership assessment to bolster sagging strike funds was recently rejected by the largest group of public employees represented by the CNTU (la Fédération des Affaires Sociales) on the ground that they would never benefit personally from it. As hospital employees, they felt that they would probably be legislated back to work before becoming eligible for strike benefits; in the case of a prolonged strike, on the other hand, the funds would not be sufficient. While it is too early to assess the implications of this attitude for the CNTU's tactics in the coming negotiations, it is obviously a factor to be considered.

As in many of the other provinces, construction has been one of the most problem-prone industries in Québec. Labour problems in the

construction industry have also had a significant public impact in Québec, and they have resulted in some serious delays on major public projects, the Olympic site, for example. Like Ontario, Québec had just gone through a public inquiry arising from violence and intimidation in construction unions. (LG July, p.428). Some of the offending unions have since been placed under trusteeship. But in addition to problems that flow from the peculiar nature of the construction industry, which it shares with other provinces, Québec has problems of its own. The existence of two central labour federations in Québec and their bitter rivalry in the construction industry has resulted in special problems. In contrast to the public sector, where the CNTU is dominant, a significant majority of the workers in construction, particularly in the skilled construction trades, are affiliates of the QFL. It is one of the anomalies of the labour scene in Québec that the central labour bodies, while presenting such a united front in the public sector, remain at loggerheads in construction.

The government created a highly centralized bargaining structure in this area a few years ago in the hope of mitigating the effects of the rivalry. But in addition to failing in its principal objective, it may have created a monster. With the adoption of sector bargaining in the construction industry, a strike means a province-wide shut-down. This has resulted in

government intervention, on grounds of public interest, whenever a dispute occurs. The implications for free collective bargaining are self-evident.


Construction industry labour relations were covered by general labour legislation in Québec until 1968, with unions certified at the local level on the basis of majority representation. The only distinctive characteristic of the Québec situation was the practice of extending minimum negotiated benefits, by government decree, to unorganized sectors of the industry. This was done on a regional basis under the provisions of the Collective Agreements Extension Act (1933).

The Construction Industry Labour Relations Act of 1968 removed labour relations in the construction sector from the coverage of the Labour Code. It introduced the concept of "representative association" in place of the principle of exclusive recognition that has characterized North American labour relations since the passage of the Wagner Act. By giving statutory recognition to the CNTU and the QFL as bargaining agents on a province-wide basis, each with a veto power, it was hoped to obviate the bitterness of interunion rivalry that had plagued the industry under the system of exclusive recognition. Five major construction associations were recognized on the employer side. In theory, members of both union groups could work

amicably on the same construction site under the new legislation. In practice, the group that constituted the majority on a site often used strong arm methods to keep the others out. Some employers have also brought temporary peace on construction sites by under-the-table deals, in violation of the province-wide agreement.

Every interest dispute in the construction industry since 1968 has been ended by ad hoc legislation and the imposition of a government decree. The last time was particularly ironic. The QFL, representing the vast majority of the workers, reached agreement with the major employers. But because the CNTU had refused to negotiate, the agreement was not valid under the law. Special legislation was passed legitimizing any agreement signed on behalf of a majority in the industry.

The Cliche Commission's recommendations were intended to clean up the unsavoury practices that were uncovered in the course of its investigations into union freedom in the construction industry, but would leave the structure of province-wide bargaining virtually unchanged.

*The foregoing was condensed from **Industrial Relations in Québec, Past and Present**, a paper published last summer by the Industrial Relations Centre at Queen's University, Kingston, Ont.* 

Anatomy of a Strike

by Linda Cahill

When the decimated union strike force began returning to work at the Pratt & Whitney plant this fall, one veteran Quebec labour reporter said, "Corporate solidarity won out over worker solidarity."

If there is any lesson Canadian unions can draw from the longest and most violent strike in recent Quebec history it is to be found in the labour reporter's words.

After 20 months of picketing, riots, a plant occupation and the seizure of 10 hostages, the workers at United Aircraft (renamed Pratt & Whitney last spring) lost heavily in their battle with the American-owned company.

The lengthy strike which ended August 28 was a personal and syndical disaster for the 2,200 union members working in the company's Longueuil, Quebec plant.

Linda Cahill is a reporter with The Montreal Star.



Just before signing the agreement sending the 600 workers remaining on strike back to work, union leader Robert Dean admitted:

"We sure as hell can't claim victory because we've been out 20 months."

"Corporate solidarity won out over worker solidarity"

The Quebec director of the United Autoworkers Union stressed the workers could return to their jobs "with pride for having lived the toughest union battle in the history of Canada and North America."

But for the 1,200 striking workers who broke ranks and returned to work during the strike, pride wasn't enough to keep them going along with their \$30 to \$40 weekly strike pay.

And the men who held out went back for what union leaders describe as a "pitiful" wage settlement. They failed to win their major objective—implementation of the Rand formula for compulsory dues payment by non-unionized workers in the plant.

Meanwhile 1,300 "scabs" had been hired to keep production going during the strike. Together with the returned strikers, who quit the union to take

back their jobs, they form a majority in the plant. UAW's local 510 is a minority. The union could even be decertified if it doesn't recruit enough new members to represent 50 per cent of the plant's workers by the time the new contract expires in 1978.

Their battle...cost the strikers personally more than \$9 million in lost income

Quebec law forbids decertification immediately after a strike but a union can be decertified in the period 30 to 60 days before a contract expires if it doesn't represent the majority of workers.

What happened? Why didn't the union—the tough UAW—do better for the 2,200 workers?

Their battle cost the union an estimated \$5 million; it cost the strikers personally more than \$9 million in lost income.

And how can you measure the damage done to a man's morale, family fabric and working career?

Basically, United Aircraft fought a good union-busting battle with its workers, with this twist—the company fought union demands for basic Canadian labour practices on orders from its American parent in East Hartford, Connecticut.

The company objected to three major union demands when the UAW's contract expired in September 1973:

- The Rand formula, a Canadian labour relations system whereby all workers in a unionized plant pay union dues, thereby strengthening the union.
- An unlimited cost of living increase

to tie wages automatically to rising living costs.

- Payment of uniform, lump-sum wage increases to all workers instead of percentage increases—to help iron out the disparity between higher and lower paid workers and to reinforce union solidarity.

The Rand formula was rejected out of hand when workers finally agreed to wage increases averaging 34 per cent over the next three years. The increase works out to \$6.20 an hour when the contract expires in 1978 compared with \$3.85 per hour in 1973—but it's an average of 11 per cent a year. With inflation running at 8 to 10 per cent at least, workers' real increases are around 1 to 3 per cent a year. By comparison, 60,000 Pratt workers in the U.S. will be earning \$6.57 an hour in 1977. For the last eight months of their contract, the union members here will get a 90¢ an hour maximum COLA.

But the battle the union lost was more than a set of contract demands refused by its employer. Behind the rhetoric, the wage proposals, the Rand formula and the violence an international union and a multinational company—both based in the United States—squared off on Canadian territory over Canadian labour practice. And Canada, not just the union, lost.

The union's chief complaint during the strike was that United Aircraft wouldn't accede to Canadian labour practices. The company responded by claiming UAW's local 510 wanted to run the show. Canadian president Thor Stephenson said: "Who is going to run the place—we or they? And no way are they going to run it."

During the bitter strike, both sides fought a media campaign that took on overtones of a holy war as each tried to discredit the actions and motives of the other.

But it was in the plants and on Blvd.

Marie-Victorin just outside the main plant gates that the company won the battle.

After the first major work stoppage, the company refused to negotiate seriously. Keeping up production by hiring scabs—leading to violent incidents on the picket line—the company sought and received injunctions prohibiting picketing. With the only visible sign of the strike prohibited and production steadily continuing, violence flared anew.

During the first bad riot in October 1974, six cars belonging to company scabs were overturned and burnt, by a crowd of 400 strikers. The men finally dispersed when police arrested and charged several of them. Five men were sentenced to one to two month terms in February 1975.

The second time, last May, strikers returning from a union meeting forced

Both sides fought a media campaign that took on overtones of a holy war

their way into one of the company's installations and took ten hostages, including a French-language radio reporter.

Thirty-four workers, charged with forcible detention and sacking the plant, face maximum charges of 14 years in jail, and will stand trial as this goes to press (November 10).

As the dispute degenerated from a strike in the private sector to a pitched battle, the federal and provincial governments repeatedly refused to intervene and legislate an end to the conflict.

Despite scandalous revelations it had received \$83 million in technical development and job creation grants

from the federal government, United Aircraft shifted an estimated 75 per cent of its production to the U.S. in the first months of 1974.

The Canadian government had reportedly never received any guarantee the company's production would be kept in Canadian plants.

By November 1974, the union that had refused binding arbitration was begging the provincial government for a special law forcing the company to settle with it.

But despite parliamentary hearings and tough talk by Premier Robert Bourassa with both sides, it took another year before the company signed a back-to-work agreement. At one point, the company actually refused to re-employ its striking workers, claiming that the scabs it hired had more right to stay in the plant, and that it couldn't afford to re-hire its own staff!

The company got away with its arrogant behaviour because the Quebec government was reluctant to upset the economic apple cart by driving away a cherished, sophisticated technological enterprise like United Aircraft when it desperately wants to develop such industries.

For Quebec union members the strike and its outcome inevitably raised several questions. Can workers expect any impartiality and support from a labour ministry and government devoted to keeping labour and corporate laws tilted in favor of big business? And how can workers fight and win against giant multinational corporations?

"As minister of labour I can say United Aircraft should give them the Rand formula," said former labour minister Jean Cournoyer last year.

How can workers fight and win against giant multinational corporations?

"But I can't force them. Nobody can force a company to do anything, except public opinion or economic pressure," he said.

With the multinational company effectively insulated from either public opinion or economic pressure by taking orders from its parent firm in the U.S., there was little hope of the employees winning the Rand formula.

If the minister had dared to enforce the Rand formula, the company could have "repatriated" its production and shut up shop.

However, the long strike, doomed as it was to failure for the United Aircraft employees themselves, may have accomplished some gains for the Quebec labour movement as a whole.

Former labour minister Cournoyer, too impotent to force a responsible settlement on the American multinational company, hinted broadly that the Rand formula might be made compulsory to Quebec labour law. But his successor, Gerald Harvey, has never elaborated on this theme since the strike was settled.

The image of multinational corporations is sharpening in the public eye, however, and they are sure to be the target of more organized labour opposition in the future.

Opposition to the multinationals may take a more concrete form. Tens of thousands of Quebec workers downed

tools May 21 in a one-day general strike to show support for the United Aircraft employees. This kind of union action may continue as unions pressure the Canadian and Quebec governments for improved minimum wages, safety conditions and union security.

But the major lesson is clear from the tragic tactical failure of the strike. Single unions, no matter how large, can't take on multinationals by themselves. Banding together and giving each other concrete support—money, solidarity strikes, and so on—is the unions' only hope to pressure companies into better settlements and the government into better laws.

The corollary of this is that large unions like the UAW can't go on using groups of workers at a single company such as Pratt & Whitney to spearhead a drive against multinationals. Workers who take on such a thankless task as trying to achieve the Rand formula within a multinational company's empire need more support than strike pay.

Either the unions band together to force the company in question to settle—a province-wide general strike would have ended the Quebec government's inaction on the United Aircraft issue—or they compensate the strikers somehow.

The alternative is to have union membership divided and depressed over failures at local companies and unwilling to take the initiative in a strike drive.

Within Quebec at least, the greatest danger of the United Aircraft strikers failure is that it could knock the poop out of the union movement at a time when employers, government at all levels and the media are on an anti-union drive. [19]



Books

Confrontation at Winnipeg

By **David Jay Bercuson**, McGill-Queen's University Press, 1974.

Many studies have been done by Canadian historians on the Winnipeg General Strike of 1919—the only general strike ever staged in Canada—but David Bercuson has provided what may be the most comprehensive analysis to date of the events leading up to it. Bercuson's meticulous research and lucid writing style add great weight to his interpretation of the events. He has obviously sifted through a wealth of material to document that interpretation.

Bercuson's purpose in writing the book is to dispel the impression that the general strike arose strictly as a result of "political causes and ramifications." He contends in his introduction that there was a definite industrial background to the strike, traceable from as early as 1906, and that an examination of employer-employee relationships between 1906 and 1918 shows that labour-management hostility was a definite element in the friction that gave rise to the strike.

Two strikes in 1906 set the tenor for later industrial relations in Winnipeg,

according to Bercuson. One strike was between the Winnipeg Electric Railway Company and the Street Railwaymen's Union, and involved strikebreakers clashing with union sympathizers on the streets of the city. Another strike occurred after abortive negotiations between Vulcan Iron Works, along with two other iron foundries, and machinists, moulders, and blacksmiths employed by the three companies. This strike ended with the use of an injunction by Vulcan Iron Works. Bercuson hypothesizes that the events of 1906 showed unionists that local government officials would almost always make common cause with business against labour, and that the legal system, "with its law codes and judicial processes, was loaded against them." The defeats suffered in 1906, he says, led to a later militancy that was aggravated by the recessionary period that began in 1913.

From 1906 through the early years of the First World War, says Bercuson, the unionists were in a poor bargaining position because of depressed economic conditions, and their standard of living suffered as a result. By 1917, however, increased war production had caused a shortage of skilled labour, particularly in the machine trades, and the resulting improved bargaining position,

combined with an uneasy feeling that industrial conscription might follow military conscription, brought on a new wave of worker unrest.

In 1917, the machine shop unions again flexed their muscles. They began a walkout on May 1, but by July 4 abandoned the walkout in return for management's promise to drop damage suit-injunction proceedings against the unions. Despite this defeat, the Winnipeg Trades Council became more militant as the number of unions and card-carrying members grew. Bercuson notes that 1917 shows more man-days lost in Winnipeg than did the four previous years combined, and adds that "workers believed they were falling behind in their fight against inflation and this led to strikes for higher wages and union recognition."

Union power grew in 1918, and militancy was successful in three major strikes by city employees and one by railway shop craft unions. The key to these successes seemed to be outside support—in the form of sympathy strikes—and this lesson was not lost on city workers.

By 1919, labour-management tension had reached the showdown point, according to Bercuson, and the issue was brought to a head in the

provincial legislature. The Government introduced a bill that embodied the principle of compulsory conciliation, while unionists, represented by the Winnipeg Trades Council, presented a bill calling for abolition of injunctions and anti-union damage suits. The stage for the showdown, predictably, turned out to be the city's metal trades shops. The issues were the same as they had been in previous years—union recognition, wage parity with railway shops, and the eight-hour day—and on May 2, the third metal trades strike in three years began. On May 13, after a vote by every local in the city, members of other unions in Winnipeg gave overwhelming support to a general strike. More than 11,000 workers favoured the strike, whereas only 500 opposed, and so began the Winnipeg General Strike of 1919.

The first half of the book devotes much attention to the years preceding the strike because Bercuson believes the general strike grew out of an industrial relations background, and was not merely a result of the malaise of the time.

Before dealing with the events of the general strike itself, Bercuson takes time out to deal with two alternate theories that had been put forward as reasons for the strike. He devotes one chapter to the "One Big Union" concept, which he traces from the November 1917 revolution in Russia. The One Big Union movement, he emphasizes, was the North American aberration of a Russian revolution that was not entirely understood by North American workers.

Although the OBU was endorsed by the Western Labour Conference in Calgary on March 16, 1919, and although it was eventually blamed for fomenting political revolution in Winnipeg, the OBU was not the great political movement that caused the general strike, Bercuson maintains. "To them [the workers] the OBU was a larger and hopefully more effective type of trade union, but trade union it

was. The general strike, they thought, was a greater, more widespread work stoppage, but still just another, larger, strike."

In another chapter Bercuson deals with the theory that soldiers returning from the First World War were swayed by socialist agitators into causing the general strike. He says that, although there was a genuine fear that disgruntled soldiers would take violent action in the city, and that they would be sympathetic to the socialists, the major impetus for the general strike did not come from the soldiers. In fact, the author reports, demobilized soldiers did not take any role in initiating the strike, and their support was solicited by both sides only after the strike had begun.

The events of the actual strike period have been well documented in previous books: the cessation of services in Winnipeg, the firing of the regular policemen who refused loyalty oaths, the hiring of 1,800 special police, the intervention of the federal Government, the arrest of the strike leaders, and the violent dispersal of the Winnipeg riot, which led to the crushing of the strike. Concerned mainly with the reasons behind events and not the events themselves, Bercuson's treatment of the latter tends to confuse the reader because it is often out of chronological order.

Remembering, however, Bercuson's intentions in writing the book, the conclusions he reaches are more important than a mere chronological listing of the events. The victory of the 1918 sympathy strikes, he says, proved disastrous in the long run because it prompted the larger-scale failure in 1919. The general strike was initially fought to win a particular type of collective bargaining in one particular industry, but this specific demand mushroomed into a call for legislation of collective bargaining on a province-wide basis. Once such a drastic measure as a general strike had forced federal intervention, says

Bercuson, government prestige depended on the result, and the strike was doomed to failure.

Bercuson concludes the workers did not realize a general strike was a means to topple the political order, and was not useful as a weapon to achieve definite industrial goals. He says the workers did not understand the instrument they used. "What they did not see in their enthusiasm," he writes, "was that a general strike must create great social chaos and by itself bring society crashing down unless special measures are taken. It is an admirable weapon for revolutionaries but those who do not want social collapse must work to undermine its effectiveness."

The book stands as a valuable research work providing a new perspective on an event that has had a forceful effect on Canada's industrial relations history.

—Jim MacSweeney

Jim MacSweeney, a former staff writer for The Labour Gazette, is a law student at University of Ottawa.

Hoffa, the Real Story

by **James R. Hoffa**
(as told to Oscar Fraley)
Stein and Day Publishers,
New York, September, 1975

James Hoffa's disappearance on July 30, 1975, turned this campaign book into a eulogy. The autobiography, scheduled for publication in February, 1976, to coincide with Hoffa's bid for re-election to the presidency of the International Brotherhood of Teamsters, was rushed from the printers in September while the world press theorized about his presumed murder.

In the book Hoffa says: "I made two disastrous mistakes in my life. The first was coming to grips with Robert F. Kennedy to the point where we became involved in what can only be called a blood feud...My second mistake was naming Frank Fitzsimmons as my successor. Maybe I should say my steward. Because everyone knew that I intended to come back and take over again as president..."

Hoffa's third mistake was going to a meeting with "Tony Jack," Anthony Giacalone, reputed Detroit Mafia leader, at the Machus Red Fox restaurant 15 miles north of downtown Detroit on July 30. At 2:30 that afternoon—a half hour after the scheduled meeting—Hoffa called his wife Josephine to say Giacalone didn't show and that he would be home by 4:00. He has not been heard from since.

Hoffa's son, James P. Hoffa, a lawyer, said that he believed his father had been murdered by a "ruthless conspiracy." Young Hoffa is quoted in an epilogue in the book written by Oscar Fraley as follows: "The only motive big enough had to come out of the union. The powers that be had too much to lose if Dad won in 1976 and then found out from the books what they'd been doing with the pension-fund money."

The first teamster pension plan, covering 100,000 workers in Midwestern and Southern freight, was created in 1955. Eventually, over a billion dollars poured into the teamster pension fund. "You don't just let that money sit there," Hoffa explained, "you invest it. Okay, so the committee (a Senate Committee on Improper Activities in the Labor-Management Field headed by Senator McClellan) says Hoffa loans it out to gangsters. Like, they say Moe Dalitz. He's a casino owner approved by the Gaming Commission in Nevada. So who's to say who's a hoodlum?"

"Sure, we loaned money to build hotels and casinos in Las Vegas. So what? Las Vegas borrowers were good customers. Never a default...Everybody yells that Hoffa is the pension fund. Well, in a sense that's true. I established it. I also am a pretty aggressive guy and I speak up when I feel there's a good investment to be made. But I didn't direct all those loans they yak about. That's why we pay our experts."

In an opening volley against incumbent Teamster president, Frank Fitzsimmons, Hoffa charged him with a dozen wrongdoings, including making "vast loans from the billion-dollar teamster pension fund to known mobsters."

His words will strike some readers as a classic case of "the pot calling the kettle black." The McClellan Committee in Report 1417 (not quoted in the book) found that: "James R. Hoffa grossly misused \$2,400,000 in the fund of Local 299, Joint Council 43, the Michigan Conference of Teamsters. This vast amount of money was dispensed in a wide variety of matters, but the expenses have a common denominator: financial assistance to himself, cronies and friends."

In any autobiography the reader expects a certain amount of historical selectivity, but too much renders the book unbelievable, especially if the author claims to offer a totally open account.

Hoffa explains away his associations with leaders of organized crime.

In the old days when we didn't have money to fight money we took ball bats and knocked those tough guys off the trucks. They sent the Purple Gang against us in Detroit in 1935 and it was a real bloody business of bombings and beatings. So we made it our business to get to know them...They could let us alone and we'd let them alone. We didn't join forces with them and we didn't take any mobsters into our ranks. It was

simply hands off by both sides because we let them know they'd get as good as they sent; maybe more.

Hoffa's view of the world, as expressed in this book, is that everyone was out to get him—the employers, rival unions, the gangsters, the Democrats, the AFL-CIO, the Kennedy brothers, Nixon, Fitzsimmons, the prison officials. He may be right. Just because a man is paranoid doesn't mean they're not out to get him.

Can the reader believe that Hoffa was railroaded to his four year and ten months prison term because of a personal vendetta by Robert Kennedy who was deeply offended by having been physically pushed around by Hoffa?

Can the reader believe that Hoffa knew nothing of the condition not to run for teamster office before 1980 attached to his special pardon by Nixon?

The book was written "as told to" Oscar Fraley, a veteran sports writer and author of other books, but the reader is presented with a sworn statement signed by Hoffa's wife, son and daughter that this book holds "the thoughts, views and hopes" of Hoffa "expressed in language we have often heard him use."

The book is filled with rough talk and boasts of head-busting. The Hoffa that emerges is a slightly meaner Archie Bunker. He is most believable and likeable when talking about the early days. His father died when he was seven and he helped his widowed mother keep the family together. His first union organizing was at age 16 as a warehouse worker for the Kroger Food Company in Detroit. He met the woman he married while picketing a laundry where she worked. Organizing workers became his life's work. As teamster president, in ten years he raised the membership from 800,000 to over 2 million.

Hoffa makes a sincere plea for prison reform, a work that had consumed much of his time and energy since his leaving prison in December 1971. Proceeds from the book go to a reform group called the National Association for Justice. "I was intrigued by their (the NAJ's) ambitious plans and their astounding figures that there are 500,000 prisoners in this country," Hoffa said, "and each one costs the taxpayers at least ten grand a year."

Hoffa can marshal the facts to prove many of his assertions. After charging Fitzsimmons with "permitting underworld establishment of a union insurance scheme, which in one year was a ripoff to the tune of \$1,185,000 in the New York area alone," he explains the swindle in detail. The promoter of the insurance plan was Louis Ostrer, who had pleaded guilty in 1969 to cheating a Canadian insurance company out of \$338,000, for which he received a five-year suspended sentence. While on probation, he was convicted on a federal stock swindling charge in company with a reputed Mafia figure. It was then Ostrer developed an insurance scheme that he sold to Teamster Local 295 in New York.

Trucking employers, under the plan paid \$40 a week for each employee to buy individual insurance policies for union members and build a severance-pay fund.

In its investigation of the plan, the New York State Insurance Department found that the employers' payments were siphoned off in outrageous commissions and administration fees. The State investigators charged that the insurance, which cost the fund \$1,238,274, should have cost only \$52,546, creating a skim of more than \$1,185,000.

As Hoffa tells the story, Ostrer hired Fitzsimmons' son Don to work with him as a consultant and publicity man to carry his insurance plan to teamster locals across the country. The plan was given Frank Fitzsimmons' blessing. An estimated 60 or 70 locals in Michigan, California, Nevada, New Jersey, Massachusetts, Illinois and Florida got the plan.

Hoffa, with cord rope in hand, moves through his book upturning tables and driving the money changers out of his temple. It's a unique role for him.

In itself, the book may be unimportant

if one sees and discounts Hoffa as an ambitious labour leader who was put out of office by his own crooked dealing and cut down in a comeback attempt by evil forces he helped foster. But Hoffa's testimony ranges beyond his tragic life, unintentionally, to show what's wrong with the American labour movement. As a whole, the book reveals the shallowness of unionism without a working class ideology to keep its leaders from using their power for personal gain rather than for service of the members.

The book lays bare the celebrated violence of unions (not just the teamsters) that over the years have found it easier to engage in bloody jurisdictional battles than to organize the hardcore unorganized. An underlying theme of the book is that "the violent bear it away." The words might be a fitting epitaph for James Hoffa's unknown grave.

—John Bank

John Bank is a Ph.D. student in industrial relations at the London Graduate School of Business Studies (U. of London) Britain.

forum

Migrant Workers Neglected

Migrant farm workers—that's what we call the migrant adults and children who pick the harvest of tobacco, grapes, lettuce, apples, cucumbers, strawberries, tomatoes and other crops that cannot be harvested by machine.

But they have few if any of the "rights" that protect nearly all other workers—no workmen's compensation, no minimum wage, no health care, no employment standards. The fact is, we ride on their backs!

Constantly on the move from farm to farm, from place to place in the harvest seasons, they have no real homes, no schools, no security. By neglecting their basic needs, you and I—society—have helped make them worse off than slaves, for even slave-masters cared for the basic needs of their workers. We show them no mercy and pretend that it isn't child labour that serves us—child labour with no protection against injury or abuse.

Can we in conscience permit the migrant farm worker to be continually excluded from the laws that protect you and I as workers?

Cesar Chavez recognizes the improbability of correction by political/legislative means because of lobbyist pressures. He has chosen correction by direct collective means, under labour law—the right to bargain

change. And, unsuccessful in his peaceful use of such means, he has of necessity, tried to awaken the public by using the inconvenient but still peaceful boycott.

At times misunderstood, because of his use of power tactics, and sometimes even force in defence, he is another Ralph Nader, who pricks our collective conscience in what many consider an unpopular cause—our willingness to condone slavery, with pretensions that it really isn't.

It's time the migrant worker was brought in from the cold—and treated as part of the labour force.

John Walker
93 Bessborough Drive
Toronto

Call for Flexible Immigration Policy

Surely the numbers of immigrants to Canada must be governed by the state of the economy at a given point in time. A quota system does not provide the flexibility that is required... We need a flexible immigration policy which is adaptable to changing economic circumstances.

It is...most difficult for the Congress to understand why the *Green Paper* even raises the issue of "steering

immigrants against prevailing population currents." Such a suggestion should never be considered for it is foreign to the traditional freedom of movement of the individual upon which Canadian society has always operated.

We oppose what we believe is the premise on which [this suggestion is] based for [it implies] that immigrants can be used to correct fundamental deficiencies in demographic patterns or distortions in regional economic growth. [This statement also suggests] that there are some aspects of rural life which an increasing percentage of rural-based Canadian citizens do not like, or choose to avoid or to escape, and which are not attractive to city-based Canadians; but somehow, somewhere we will find immigrants who will take to Canadian rural (or small town) life and correct the seeming imbalances. In our view this is the wrong approach to the problem of rural or regional depopulation.

To seek new farmer immigrants, or new colonies of farm-oriented families to replace those who have left the rural areas is only to look for a temporary and inadequate solution to the decline of the family farm.

The same comment could be made with respect to forestry, mining and other resource-based industry in isolated or sparsely populated parts of the country. A program of directed settlement to these areas will not

succeed unless these areas are also attractive to Canadian citizens.

If there are jobs available in the rural regions of Canada that pay a decent wage, then both immigrants and Canadian citizens alike will move to those jobs. And if industry is directed to establish itself in the rural regions as part of overall economic and regional planning, then, and only then, will depopulated rural areas attract people away from the cities.

Newcomers tend to prefer the major centres for the same reasons citizens do—they can find a greater variety of employment opportunities, they can more likely find a house, apartment or room which is near their work, schools, shops, doctor's office and other community services, they have better prospects of living near relatives and friends, and they can find more of their former compatriots with whom to speak their language and enjoy common cultural activities.

We support unequivocally the federal policy on bilingualism and biculturalism and, therefore, we believe it is important that immigration policy should not be used to upset the balance which has evolved over more than 100 years. Immigrants to Canada should be informed that they will be expected to speak the language of the community into which they settle.

The multi-cultural fabric of Canada is also an important matter for the immigration review. This is an area which requires much more encouragement from the federal government, and much more understanding on the part of the Canadian people.

It is interesting to note that nowhere in the *Green Paper* is the issue raised about the employers' responsibility for training or retraining workers. Indeed, the availability of workers trained at somebody else's expense has contributed to a considerable reluctance on the part of Canadian

employers to engage in on-the-job training programs, or to hire Canadians fresh out of school with no work experience.

There is no place in Canadian society for the "guest worker" for there is already too much poverty and discrimination in this country without creating more through government policy and intent.

The immigration information package should explain workers' rights under the various trade union legislation and labour standards codes.

We are not asking the federal government to undertake a union organizing campaign among new Canadians, but as a basic minimum the information about Canada given to immigrants should include a recitation and explanation of the preamble of the *Canada Labour Code*.

As well as directing immigrants to job vacancies, the Department of Manpower and Immigration should hand each immigrant worker a simple statement of "your rights as a worker in Canada" based on federal or provincial legislation and practice, and printed in the immigrant's own language as well as in English and French.

A policy which de-emphasizes industrial skills in the interests of a better racial balance in immigration would neither serve the economic or social interests of Canada nor solve the development problems of the developing nations.

Excerpts from the submission by the **Canadian Labour Congress** to the Special Joint Committee on Immigration Policy.

Decries Paternalism

For several months a joint Senate-Commons committee has been

studying what has come to be known as the Finkelman report. That report contains lengthy and complex recommendations for amending legislation covering labour-management relations in the public service—in particular, the Public Service Staff Relations Act.

The Finkelman report and the tone of the deliberations in the joint committee have been of the law-and-order variety. The joint committee's report to Parliament will almost certainly reflect the same Nixonian-Neanderthal ingenuity.

The deliberations so far have been directed mainly toward punishment and not remedy. A disease is not cured by punishing those who display its symptoms, and work stoppages are the visible symptoms of a disease in the public service.

The fact that the clerical workers have recently opted for the conciliation-strike route in collective bargaining, rather than arbitration, is not a sign that they have suddenly become militant revolutionaries waving the red flag. They have simply joined the tens of thousands of other public servants who are fed up with paternalism. They have finally recognized that Big Daddy won't take care of them, and they are frustrated by restrictive legislation that denies them many collective bargaining rights enjoyed by most workers in the private sector and in crown corporations.

It will get worse if Parliament amends the legislation by introducing a law-and-order approach to labour relations while retaining most of the present restrictions on free collective bargaining. Unlike workers in the private sector and in crown corporations, public servants can't negotiate job classification, job security, superannuation, job training programs, or the impact of technological or organizational changes. These, and many other matters of direct concern to the

people on the job, are the sole prerogative of Big Daddy, who is going to be given a bigger stick. Law and order or else...

Politicians often assume that voters have short memories. A good many of them who are reviewing the Finkelman report appear to base this assumption on the limitations of their own memories. They have forgotten that throughout our history, trade unionists have been fined, jailed and shot for demanding the right to negotiate their pay and working conditions.

Most workers have won that right. But not our public servants, who will find their rights cut back even more if the Finkelman recommendations are accepted. If that happens, the big stick won't keep them in line any more than jails and bullets kept earlier trade unionists from demanding free collective bargaining.

Before our honorable members rush into a vote-getting law-and-order non-solution to problems in the public service, they might pause to reflect on the situation in Norway. That beautiful and prosperous country has a strong trade union movement, good labour relations, no restrictions on collective bargaining rights and very few strikes. It is an enviable record. And perhaps it is no coincidence that Norway is the only industrialized country in which the police or military have never shot a trade unionist.

Order in the public service? Yes, it can be achieved, but not by legislation and fines that smack down public servants when Big Daddy thinks they are getting a bit uppity.

They are not uppity, they have grown up and no longer accept paternalism. It is time they sat at the bargaining table, not as children begging, but as adults with a full voice in shaping their work destinies. Then we can

have order without the need for repressive laws.

Harold B. Wilson
In The Citizen, Ottawa

Raiding Harmful

There is a definite relationship between union "raiding" and what appears to be union "irresponsibility." The term "raid" is used in the labour movement to describe the situation wherein one union attempts to persuade members of another union to reject their own organization and join the new group.

And after years of experience, the vast majority of the Canadian labour movement has come to the conclusion that raiding is harmful to the individual member, the labour organization concerned and the collective bargaining process in general.

Raiding makes it difficult to negotiate collective agreements; and when they are negotiated, even more difficult for the union leadership to recommend acceptance of the settlement. Knowing that it is to be raided shortly after negotiating a new collective agreement, a union cannot afford the risk of an unpopular settlement.

A favorite tactic of the raiders is to fire broadsides at the settlement and at the union charged with the responsibility of negotiating the new agreement. The strategy is to either goad the defending union into a fruitless strike or create dissatisfaction in the minds of the membership over the settlement reached. Either way, they have created an issue on which to launch a raid.

Monty Alton
Vice-President
B.C. Federation of Labour
In the Vancouver Sun

Satisfaction Rivals Money

In the last few years, workers have taken a second look at their jobs, their reasons for working and the satisfaction that they can derive from their work.

Without denying the benefits of changing jobs in terms of earning more money, the social costs involved must be considered: the growing isolation of individual workers living in large cities and working in great "manufactories," and the problems presented by the division of labour.

While these trends have contributed to the income of labour, they also have confined the minds of these workers to an appalling extent. As long ago as the 18th century, Adam Smith referred to the "mental mutilations, deformity and wretchedness" which could affect labour.

Certainly, countless millions of people do not rate the money they earn in one post rather than another as the most important consideration in deciding how they can most appropriately employ their talents. Undoubtedly too, enthusiasm for moving up the work ladder has faded, in part because increased taxes bite into the monetary reward.

The location of a job is usually a key consideration, too. Unpleasant and difficult living conditions have frequently been a factor in decisions to reject job opportunities. Similarly, many are lured to work in areas where the quality of life is attractive to them.

Economists must recognize, however, that there are indeed large numbers of people, in all ranks of society who consider it more important to do a job that gives them satisfaction in the way they consider important, than to be constantly striving to obtain the largest financial reward their talents will command.

Unlike a major calamity such as an earthquake or a man-made disaster like a major war, technological change and innovation are primarily economic events. They, of course, affect the relative value of land, capital and labour. For the economist to brush off the human effect as not truly part of his subject, is like the general practitioner denying that psychological health is inextricably intertwined with physical well-being.

If at all possible, non-economic factors, intellectual and spiritual, must be vital ingredients in any economic decision. We need to be able to say how a certain decision, such as, for example, curbing instalment buying, or high tariffs on oil imports, will affect our work force. Would these moves strengthen worker satisfaction or increase general discontent? We need an "input-output" model that is sensitive to human contentment.

Plans of government thus must be considered in relation to their impact on work.

The massive 40-year campaign to reduce inequality in the distribution of wealth and incomes is a good case in point. Most of us accept the theme that we should help others. Nevertheless, if a tax measure penalizes many more people than it helps, where does equity lie? There is a cost for government welfare programs, in further government intrusions in our lives and in heavier tax loads.

It is ever more apparent that knowledge produces productivity and potential contentment, and significantly provides a worker with an opportunity to act on that person's social values. Capital flows in response to greater opportunities created by the greater productivity of new knowledge.

Economic folklore still assumes by and large that labour somehow becomes more productive by working harder. Actually, all economic advances in the last 100 years have meant short working hours and less physical labour. We have been able to pay much more for labour, even the most unskilled kind, because

knowledge has made the entire economy so much more productive.

Here is the matter that we should be studying: ways to make the working force more productive, not by working harder, but by working more efficiently.

Where a job becomes more interesting because it will involve more skills, there is a better chance of attracting the truly dedicated to the jobs. In this way, if less emphasis were placed on getting the most out of an employer or employee, greater mutual benefits could be anticipated.

Bruce Whitestone
In The Toronto Star

•FORUM invites readers
to freely express their opinions on
topics of concern to the working population.

Letters must be signed
and length should not exceed 600 words.

Legal Decisions

Legal Status of Peaceful Picketing in Shopping Centre Examined by S.C.C.*

by A.J. Torobin

In a 6 to 3 decision the Supreme Court of Canada ruled that a person conducting peaceful picketing on a shopping centre sidewalk in front of her employer's premises was guilty of trespass under the Manitoba Petty Trespasses Act, R.S.M. 1970, C.P.-50.

Mrs. Carswell picketed peacefully, during a lawful strike, on the sidewalk in front of her employer's premises in a shopping centre, whose owner ordered her to leave. She refused and the shopping centre manager (appellant) laid charges under the *Petty Trespasses Act of Manitoba*. The charges were dismissed by the Provincial Court Judge but the County Court convicted and fined the respondent. The Manitoba Court of Appeal set aside the convictions.

Dickson J., for the majority, held that the case did not differ significantly from *Peters v. The Queen* (1971) 17 D.L.R. (3d) 128 involving peaceful picketing for boycott of an Ontario store for selling California grapes and resulting in charges under the *Ontario Petty Trespass Act*. The Supreme Court of Canada held, in that case, that the Ontario Court of Appeal had not erred in law in holding that the owner had sufficient possession of the shopping centre sidewalk to invoke the *Trespass Act*.

In the present case, *Peters* was followed because there was no suggestion, according to the majority,

* *Harrison v. Carswell*, June 26, 1975.

A. J. Torobin is an arbitration services officer in the federal mediation and conciliation services branch of Labour Canada.

that it was wrongly decided, and it could not be properly distinguished from the present case. Neither the contractual nor the statutory framework offered a basis for such distinction, nor the fact that in *Peters* there was a boycott by a general member of the public, while here there was picketing of an employer-tenant by a striking employee. The *Manitoba Labour Relations Act* was considered to specifically preserve an owner's rights against trespass; picketing had never been permitted by management; the owner had not acted out of caprice, whimsy, or bad faith (*mala fides*); an owner's granting of picketing privileges to all would invite chaos and to do so selectively would court commercial reprisals.

The Court refused to weigh and determine the respective values to society of property and picketing rights, as this raised important, difficult, political and socio-economic issues whose solution must be arbitrary and embody personal economic and social beliefs. The Supreme Court's role under the Canadian constitution, according to the majority, was to discharge its adjudicative function in a reasoned way from principled decision and established concepts. It could act creatively, but only within the limits of its judicial function. Changes in trespass law were for the legislature and not for the court to make. The

Supreme Court found that when the right of peaceful picketing in connection with a labour dispute had been permitted on private property it was accorded by statute.

In delivering the dissenting judgment for the minority, Chief Justice Laskin believed that, given the facts of the case and the issues involved, the Court was not obliged to mechanically follow previous judgments, but had a balancing role to play where an ancient legal doctrine (trespass) is invoked in a new setting to suppress a lawful activity which well-understood legislative policy and enactment supported. Moreover, the shopping centre was freely accessible to the public who had a right to enter and remain there during business hours, subject to lawful behaviour. In his view, the *Peters* case was not binding on the Supreme Court of Canada in the present case as it had a significantly different factual context and was decided by the Court on a specific question of law (*supra*), abstracted from factual context.

The Chief Justice noted that the term trespass, in its civil and penal law senses, implies unjustified invasion of another's possession. The considerations pertaining to protection of private residences against trespass do not apply to the same degree to a shopping centre's parking areas, roads and sidewalks, which are closer in character to public roads and sidewalks than to private dwellings. Members of the public are generally privileged visitors whose privilege is revocable only on misbehaviour or unlawful activity. This took into account the respective interests involved.

Fifty Years Ago

University Courses for Civil Servants

—The Professional Institute of the Civil Service of Canada considered the possibility of arranging for the provision of graduate and post-graduate courses for the benefit of government employees. Promises of co-operation in this endeavour were received from McGill University, Toronto University, and Queen's University. The government was to be asked to support university extension courses for its employees. Proposed courses included arts, as well as engineering and other technical subjects, to be provided at minimum cost to civil servants, who would undertake summer courses at a university, correspondence courses, or full-time courses which would not demand much time off work.

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Pensions and Emigration

—The British Secretary of State for Dominion Affairs appointed an interdepartmental committee to consider to what extent old age pensions and national health and unemployment insurance provisions tended to discourage emigration from Britain to Canada. The committee also sought ways to counteract any such trend. The number of insured in Great Britain at the beginning of July 1925, was estimated at 11,626,000, including those insured against unemployment and either in insured employment or included within categories of insured workers whose unemployment books were kept at employment exchanges.

First Research Council—Alberta had the distinction of being the first province in Canada to establish a research council, with laboratories and a staff under its own control. The two main problems studied by the council were coal and road materials. About 700 samples of coal were received since the formation of the council, 500 of which had been analyzed in the council's laboratories.

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Compulsory Health Insurance—The progress of compulsory health insurance since 1883—the year when Germany made sickness insurance compulsory for the majority of its industrial wage earners—was described in a report issued by the International Labour Office. Since 1883 compulsory schemes had been introduced by 22 countries, and by the end of 1924 there were in Europe more than 50 million wage earners of various occupations enrolled in health insurance organizations. Compulsory insurance applied to the whole of the wage-earning population in Austria since 1888; Bulgaria since 1924; Chile since 1924; Czechoslovakia since 1888; Germany since 1911; Great Britain since 1911; Irish Free State since 1911; Norway since 1915; Poland since 1920; Portugal since 1919; Russia since 1922; Serb-Croat-Slovene Kingdom since 1922.

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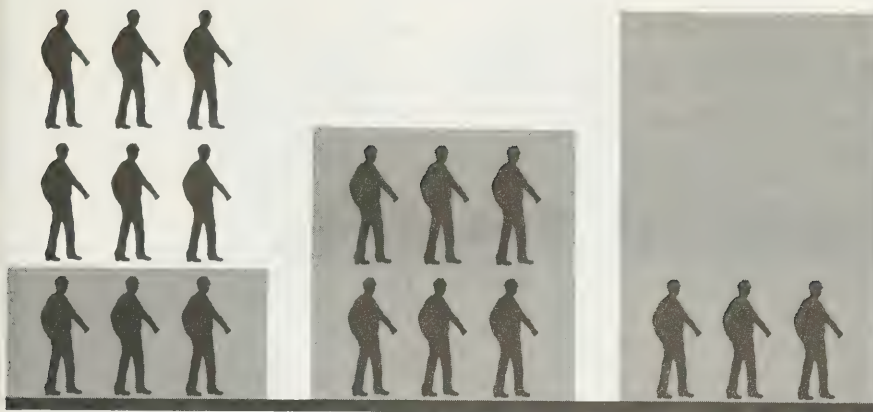
Montreal's Early-Closing By-law—A proposal to repeal the early-closing

by-law was studied by the committee of the Montreal city council, which decided to recommend to city council that the by-law be retained. The by-law said stores in Montreal "shall be closed at 7 p.m. on Monday, Tuesday, Wednesday and Thursday of each week, at 9 p.m. on Friday and at 11 p.m. on Saturday." Tailors, merchant tailors, milliners and women dealing in novelties and needlework, were allowed to keep their shops open until 9 p.m. on Monday provided that the services of any employee not be retained between 7 and 9 p.m. The proposed repeal of the by-law was strongly opposed by the Retail Employees' Association.

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Trade Union Shareholding

—In France, a number of railwaymen who were employed by the large railway companies and were members of trade unions affiliated to the French Confederation of Christian Workers, practised what was known as "trade union shareholding" in their companies. Representatives of the trade unions concerned were allowed to attend the shareholders' general meeting. For this purpose, the union acquired a large number of shares in the company and established in its accounting branch, a "shareholding fund" in which members could deposit interest-producing securities that were used to purchase railway shares. Securities deposited by workmen could be withdrawn after giving from one week to three months' notice, depending on the amount withdrawn.



PRICES & EMPLOYMENT

Consumer, September

The Consumer Price Index for Canada (1971 = 100) advanced 0.2 per cent to 141.5 in September from 141.2 in August—a slower rate of increase than in the preceding three months. Lower food prices contributed to the deceleration. There was a less rapid rise, also, in the all-items index, excluding food, which rose 0.7 per cent as a result of higher prices for energy, shelter and clothing. Between September 1974 and September 1975, the total CPI advanced 10.6 per cent.

There was a decrease of 0.7 per cent in the food index, mainly because of seasonally lower prices for fresh produce—especially vegetables. Lower prices for beef and for bakery products also contributed to this decline. Pork prices continued to advance, increasing a further 6.5 per cent in September to a level 42 per cent above that of a year ago. Poultry prices increased between August and September. The total food index was 13.1 per cent higher than a year ago with components for food consumed at home and away from home, having increased at equal rates. Higher

energy prices—fuel oil and gasoline in certain provinces, as well as advances in electricity and domestic gas rates in several cities—provided the major impetus behind the latest month's increase of 0.7 per cent in the all-items index, excluding food. Increased shelter costs for both owned and rented accommodation and higher prices for men's and women's clothing also contributed to this advance. In terms of goods and services, the price level of goods remained unchanged while that for services increased 0.5 per cent between August and September.

The seasonally adjusted all-items CPI, keeping its pattern for this time of year, showed a higher rate of increase in comparison with its unadjusted counterpart, registering an advance of 0.6 per cent between August and September. This included a 0.2 per cent increase in the food index and a 0.8 per cent advance in the index for all items excluding food.

In September, the current annual rate of change in the CPI, based on the seasonally adjusted movement since three months earlier was 10.2 per

cent, much lower than the recently recorded rates.

City consumer, September

Consumer price indexes advanced in 10 of the 14 regional cities between August and September while reflecting a general deceleration in the recent upward trend of prices. Movements ranged from a decline of 0.3 per cent in Saint John to a 1.3 per cent increase in Regina. In ten cities the advance was: 0.2 in St. John's; 0.1 in Quebec City; 0.1 in Montreal; 0.5 in Ottawa; 0.3 in Winnipeg; 1.0 in Saskatoon; 1.3 in Regina; 0.2 in Edmonton; 0.4 in Calgary; and 0.9 in Vancouver. There were declines of 0.1 in Halifax; 0.3 in Saint John; and 0.1 in Thunder Bay, while in Toronto the index was unchanged. The percentage increase from September 1974 to September 1975 was: 12.4 in St. John's; 9.5 in Halifax; 12.0 in Saint John; 10.7 in Quebec City; 11.2 in Montreal; 9.7 in Ottawa; 10.2 in Toronto; 9.9 in Thunder Bay; 12.2 in Winnipeg; 11.6 in Saskatoon; 11.2 in Regina; 11.2 in Edmonton; 12.1 in Calgary; 10.9 in Vancouver.

Employment, September

The estimated seasonally adjusted employment level on September 20, was 9,395,000, an increase of 97,000 from August, Statistics Canada reported. Employment increased by 49,000 among those 25 and over, while the level for those aged 14 to 24 increased by 48,000.

On a provincial basis, employment increased in Ontario by 36,000; in Quebec by 34,000; in Newfoundland by 6,000; in Nova Scotia by 4,000; in Saskatchewan by 4,000; and in New Brunswick by 3,000. The number employed declined in British Columbia by 6,000 while in Alberta, Manitoba, and Prince Edward Island, there was little change.

Without seasonal adjustment, the labour force was estimated at 9,996,000 with 9,410,000 employed and 586,000 unemployed—an unemployment rate of 5.9 per cent compared with 4.5 per cent in

September 1974. In August of this year, the labour force was estimated at 10,402,000 with 9,779,000 employed and 623,000 unemployed—an unemployment rate of 6.0 per cent.

Unemployment, September

The seasonally adjusted unemployment rate for Canada has remained unchanged since March of this year. In September it was 7.2 per cent, a decrease of 0.1 per cent from August. The rate for those 14 to 24 and 25 and over, decreased by 0.2 per cent to 12.5 per cent and 5.2 per cent respectively. The rate for men 25 years and over, and women in the same age group also decreased by 0.2 per cent to 5.4 per cent and 4.6 per cent, respectively.

The unemployment rate decreased by 2.2 per cent to 18.8 per cent in Newfoundland; by 1.5 per cent to 10.4

per cent in New Brunswick; by 0.8 per cent to 1.9 per cent in Saskatchewan; by 0.7 per cent to 3.4 per cent in Alberta; and by 0.4 per cent to 5.8 per cent in Ontario. The rate increased by 0.4 per cent to 9.3 per cent in Quebec; by 0.4 per cent to 9.6 per cent in British Columbia; and by 0.2 per cent to 8.1 per cent in Nova Scotia; Manitoba, at 3.5 per cent was unchanged.

The seasonally adjusted level of unemployment for Canada was 732,000, a decrease of 4,000 from August. Unemployment declined among those 25 and over by 11,000 to 381,000 while the level for those aged 14 to 24 increased by 2,000 to 351,000. Unemployment decreased in Ontario by 12,000; in Alberta by 5,000; in New Brunswick by 4,000; and in Saskatchewan by 3,000. The level increased in Quebec by 13,000 and in British Columbia by 5,000. In Manitoba, Nova Scotia and Prince Edward Island, there was little or no change.



CONCILIATION

During September the Minister of Labour appointed conciliation officers to deal with the following disputes:

National Harbours Board, Ottawa, Ont., and Public Service Alliance of Canada (representing a unit of employees categorized as Head Office Staff) (Conciliation Officer: R. Tennant).

Eldorado Nuclear Limited, Port Hope, Ont., and United Steelworkers of America, Local 13173 (Conciliation Officer: H.A. Fisher).

Ottawa Valley Television Company Limited, Pembroke, Ont., and National Association of Broadcast Employees and Technicians (Conciliation Officer: H.R. Bartenbach).

Seaspan International Limited, North Vancouver, B.C., and Office and Technical Employees Union, Local 15 (representing a unit of clerical employees) (Conciliation Officer: A.A. Franklin).

Atomic Energy of Canada Limited and Oil, Chemical and Atomic Workers International Union, Glace Bay Local 9-785 (representing a unit of employees at the Glace Bay Heavy Water Plant) (Conciliation Officers: C.A. Ogden and R.L. Kervin).

Eastern Telephone and Telegraph Company, Sydney, N.S., and International Brotherhood of Electrical Workers, Local 2096.

Eastern Aviation Contractors Limited, St. John's, Nfld., and International Association of Machinists and Aerospace Workers (Conciliation Officer: W.J. Gillies).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Vancouver, B.C., and Vancouver Canadian Pacific Shipyard Workers' Union, Local 1552 (CLC) (Conciliation Officer: J.M. Collins).

Imperial Roadways Ltd. and Teamsters Union Local 938 (representing a unit

of employees in Metropolitan Toronto) (Conciliation Officer: H.A. Fisher).

Charterways Transportation Limited (Air Terminal Transport and Airlines Services Divisions), Mississauga, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of maintenance employees and airport skycaps) (Conciliation Officer: K. Hulse).

Atlantis Transportation Services Inc., Oshawa, Ont., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: H.R. Bartenbach).

La Voix de l'Est Ltée, département Radio CHEF, Granby, Que., and le Syndicat général des communications, section CHEF (CSN) (Conciliation Officer: M. Archambault).

Voyageur Inc. (Abitibi Region), Montréal, Qué., and Canadian Brotherhood of Railway, Transport and

General Workers (Conciliation Officer: S.T. Payne).

Maple Leaf Mills Limited, Komoka, Ont., and International Chemical Workers Union, Local 552 (Conciliation Officer: K. Hulse).

Canadian Propane Gas and Oil Limited and General Truck Drivers and Helpers Union, Local 31 (representing a unit of employees in the Yukon Territory)(Conciliation Officer: D.H. Cameron).

Settlements by conciliation officers

Maritime Employers Association, Port of Saint John, N.B., and International Longshoremen's Association, Local 1764 (representing a unit of employees including checkers and cargo repairmen and a unit of maintenance employees with Brunterm Limited) (Conciliation Officer: R.L. Kervin)(LG, November).

Alberta Wheat Pool, Vancouver, B.C., and Grain Workers Union, Local 333 (representing a unit of office employees)(Conciliation Officer: J.M. Collins) (LG, November).

National Harbours Board, Vancouver, B.C., and Vancouver Harbour Employees Association, Local 517, ILWU (representing the Outside Group and Office Group) (Conciliation Officers: D.H. Cameron and J.M. Collins (LG, November).

Eastern Asbestos Interprovincial Inc., St-Hubert, Qué., and Transport Drivers, Warehousemen and General Workers (Conciliation Officer: S.T. Payne)(LG, November).

KLM Royal Dutch Airlines and International Association of Machinists and Aerospace Workers (representing a unit of freight handling department employees at Toronto and Montréal International Airports) (Conciliation Officer: G.R. Doucet)(LG, November).

Consolidated Aviation Fueling of Toronto Limited, Toronto International

Airport, Malton, Ont., and International Association of Machinists and Aerospace Workers (representing a unit of fueling and fueling maintenance employees)(Conciliation Officer: H.R. Bartenbach)(LG, November).

Western Airlines Inc., and Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees (representing a unit of employees classified as customer service representatives, senior customer service representative, customer service representative secretary in Calgary)(Conciliation Officer: A.A. Franklin)(LG, October).

Federal Terminals (Division of Federal Commerce and Navigation Co. Limited), Port-Cartier, Qué., and United Steel Workers of America, Local 5197 (Conciliation Officers: G.R. Doucet and S.T. Payne) (LG, September).

Clarke Steamship Company Limited, Mr. Gilbert Arseneault, Logistec Corporation and Terminus Maritime Inc., Sept-Iles, Qué., and United Steelworkers of America, Local 5197 (Conciliation Officers: G.R. Doucet and S.T. Payne)(LG, September).

Messabec Limitée, Montréal, Qué., and Seafarers' International Union of Canada (Conciliation Officer: M. Archambault)(LG, July).

Canadian Broadcasting Corporation, Montréal, Qué., and l'Association des Réalisateurs de la Radio (Conciliation Officer: G.R. Doucet)(LG, July).

Disputes in which there was no further conciliation action under Canada Labour Code (Part V - Industrial Relations).

Byrnes & Hall Corporation Limited, Edmonton, Alta., and United Brotherhood of Carpenters and Joiners of America, Local 2499.

British Airways-British Overseas Corporation, Toronto International Airport, Toronto, Ont., and International Association of Machinists and

Aerospace Workers (Conciliation Officer: H.A. Fisher)(LG, October).

All Provinces Auto Terminals Ltd., Concord, Ont., and Teamsters Union Local 938 (representing a unit of office and clerical employees) (Conciliation Officer: H.A. Fisher) (LG, September).

Settlements reached following decision to take no further conciliation action under Canada Labour Code (Part V - Industrial Relations). Byrnes and Hall Construction Limited, Edmonton, Alta., and United Brotherhood of Carpenters and Joiners of America (see above).

Cominco Ltd. (Pine Point Operations), Pine Point, N.W.T., and United Steelworkers of America (settled with the assistance of D.H. Cameron)(LG, November).

Dispute lapsed following decision to take no further conciliation action under Canada Labour Code (Part IV - Industrial Relations). Midland Superior Express Limited, Calgary, Alta., and General Teamsters, Local 362; General Drivers, Warehousemen and Helpers, Local 979; and Chauffeurs, Teamsters and Helpers, Local 395 (representing line haul owner/operators in Alberta, Saskatchewan and Manitoba)(LG, August).

Conciliation commissioner appointments. Smit & Cory International Port Towage Limited, Halifax, N.S., and Seafarers' International Union of Canada (Conciliation Commissioner: Lorne O. Clarke, Q.C.)(LG, October).

Larivière Transport Ltée, Montebello, Qué., and Transport Drivers, Warehousemen and General Workers, Local 106 (Conciliation Commissioner: Pierre Dufresne; (LG, October).

Atomic Energy of Canada Limited (Heavy Water Plant), Port Hawkesbury, N.S., and Oil, Chemical and Atomic

Workers International Union, Local 9-832 (Conciliation Commissioner: D. Merlin Nunn)(LG, October).

Conciliation commissioner reports received. Canadian Pacific Air Lines, Limited, Vancouver Inter- national Airport, Vancouver, B.C., and Canadian Air Line Flight Attendants (Conciliation Commissioner: Professor Joseph C. Smith)(LG, October).

Multiple Access Limited (Broadcasting Division CFCF-TV, CFCF-AM, CFQR-FM, CFCX, Montréal, Qué., and National Association of Broadcast Employees and Technicians (Conciliation Commissioner: Pierre Dufresne)(LG, November).

Conciliation commissioner settlements. Cominco Ltd. (Con- Rycon Property), Yellowknife, N.W.T., and United Steelworkers of America (Conciliation Commissioner: D.A. Stewart)(LG, November).

Canadian Pacific Air Lines, Limited, Vancouver Inter- national Airport, Vancouver, B.C., and Canadian Air Line Flight Attendants Association (Conciliation Commissioner: Professor Joseph C. Smith)(see above).

Dispute lapsed at conciliation commissioner stage. Big Valley Supply and Enterprises Limited, Calgary, Alta., and General Teamsters, Local 362 (LG, October).

Appointment of mediator under Sec. 195. Canadian National Railway Company and United Trans- portation Union (representing a unit of bus drivers in Road Cruiser Highway Bus Service in Newfoundland) (Mediator: A.R. Gibbons)(LG, November).

S.M.T. (Eastern) Limited, Saint John, N.B., and Amalgamated Transit Union, Local Division 1229 (representing a unit of bus drivers, maintenance express and ticket agents)(Mediators: M.K. Carson and R.L. Kervin)(LG, November).

Atomic Energy of Canada Limited (Commercial Products), Ottawa, Ont., and Ottawa Atomic Workers Union, Local 1541 (CLC)(Mediator: T.B. McRae)(LG, November).

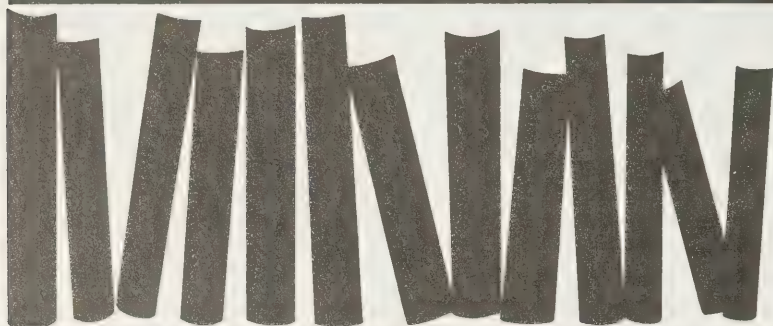
Settlements reached by mediator under Sec. 195. Canadian National Railway Company and United Trans- portation Union (representing a unit of bus drivers in Road Cruiser Highway

Bus Service in Newfoundland) (Mediator: A.R. Gibbons assisted by W.J. Gillies) (see above).

S.M.T. (Eastern) Limited, Saint John, N.B., and Amalgamated Transit Union, Local 1229 (representing a unit of bus drivers, maintenance, express and ticket agents)(Mediators: M.K. Carson and R.L. Kervin)(see above).

Atomic Energy of Canada Limited (Commercial Products), Ottawa, Ont., and Ottawa Atomic Workers Union, Local 1541 (CLC)(Mediator: T.B. McRae)(see above).

The Labour Gazette will no longer carry a conciliation section. The conciliation list will continue to be published by the Department, however, in the form of a separate monthly bulletin, and will be available on request from the Publications Division, Labour Canada, Ottawa K1A 0J2.



Additions to the Library

LIST NO. 319

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly from Labour Canada by contacting the Library, Labour Canada, Ottawa, Ontario, K1A 0J2. Please indicate the publication number and the month listed.

ACCIDENT PREVENTION

1. Occupational safety and health act; trends and developments.

McNeill Stokes, chairman. New York, Practising Law Institute, 1974. 232p.

2. U.S. Congress. Senate. Committee on Labor and Public Welfare. Subcommittee on Labor.

Occupational safety and health act review, 1974. Hearings, Ninety- third Congress, second session on a review of the Occupational safety and health act of 1970, S. 586... S. 3654... legislation amending the Occupational safety and health act and appendix. Washington, G.P.O., 1974. 1238p.

ACCIDENTS

3. Oi, Walter Yasuo. On the economics of industrial safety.

Princeton, N.J., Princeton University, Industrial Relations Section, 1974. 62p.

CERTIFICATION

4. U.S. National Labor Relations Board. Office of the General Counsel.

An outline of law and procedure in representation cases. Washington, G.P.O., 1975. 1 v.

COLLECTIVE AGREEMENTS

5. Ontario. Ministry of Labour.

Research Branch. Major medical, prescription drug and dental plans in Ontario collective agreements, April 1975. Toronto, 1975. 18p.

COLLECTIVE BARGAINING

6. Final-offer arbitration; the effects on public safety employee bargaining, by James L. Stern and others. Lexington, Mass., Lexington Books, 1975. 223p.

7. Myers, Donald A. Teacher power: professionalization and collective bargaining. Lexington, Mass., Lexington Books, 1973. 199p.

8. National Conference on Human

Relations for Labour and Management. 9th, Toronto, 1975.

Papers and proceedings of the ninth National Conference on Human Relations for Labour and Management, "Equal opportunity for all", April 28, 29, 1975, Toronto. Toronto, Canadian Council of Christians and Jews, 1975. 41p.

COST OF LIVING ADJUSTMENT

9. Ontario. Ministry of Labour.

Research Branch. Selected cost of living provisions in Ontario collective agreements, May 1975. Toronto, 1975. 13p.

DISCRIMINATION IN EMPLOYMENT

10. Oehmke, Thomas H. Sex discrimination in employment. 1st ed. Detroit, Trends Publishing Co., 1974. 134p.

DIVISION OF LABOUR

11. Herman, Bohuslav. The optimal international division of labour. Foreword by Jan Tinbergen. Geneva, International Labour Office, 1975. 155p.

EMPLOYEE OWNERSHIP

- 12. Il était une fois la révolution.** Paris, Editions Gilles Tautin, 1974. 254p.

EMPLOYEES' REPRESENTATION IN MANAGEMENT

- 13. Norstedt, Jan-Peder.** The Saab-Scania report; experiment with modified work organizations and work forms. Final report by Jan-Peder Norstedt and Stefan Agurén. Stockholm, Swedish Employers' Confederation, Technical Department, 1973. 50p.
- 14. Radice, Giles.** Working power; policies for industrial democracy. London, Fabian Society, 1974. 21p.

EMPLOYMENT FORECASTING

- 15. Ahamad, Bashir.** The practice of manpower forecasting; a collection of case studies, edited by Bashir Ahamad and Mark Blaug. Amsterdam, Elsevier, 1973. 345p.

FREEDOM OF ASSOCIATION

- 16. Bureau internationale du travail.** La liberté syndicale: une étude internationale. Genève, 1975. 63p.

HUMAN ENGINEERING

- 17. Cazamian, Pierre Firmin Adolphe.** Leçons d'ergonomie industrielle: une approche globale. Paris, Editions Cujas, c1974. 155p.

INDUSTRIAL RELATIONS

- 18. Hameed, Syed Mohammad Abdul, ed.** Canadian industrial

relations: a book of readings. Toronto, Butterworth, 1975. 378p.

- 19. ...Labour relations and the librarian;** proceedings of a second seminar sponsored by the Institute of Professional Librarians of Ontario, May 12-15, 1974, held at Wilfrid Laurier University, Waterloo, Ontario. Toronto, Institute of Professional Librarians of Ontario, 1974. 80p.

- 20. Mericle, Kenneth Scott.** Conflict regulation in the Brazilian industrial relations system. Ann Arbor, University Microfilms, 1975. 348p.

- 21. Moberly, Robert B.** Public employment labor relations, by Robert B. Moberly and Charles C. Mulcahy. Madison, Advance Training Seminars, State Bar of Wisconsin, 1974. 258p.

- 22. Pendleton, Edwin Charles.** Labor relations under stress: Hawaii's teachers, 1972-73. Honolulu, Industrial Relations Center, College of Business Administration, University of Hawaii, 1974. 37p.

- 23. U.S. Congress. Senate. Committee on Labor and Public Welfare. Subcommittee on Labor.** National public employment relations act, 1974. Hearings before the Subcommittee on Labor of the Committee on Labor and Public Welfare, United States Senate, Ninety-third Congress, second session on S.3295 ... S.3294. Washington, G.P.O., 1974. 403p.

INSURANCE, HEALTH

- 24. Davis, Karen.** National health insurance: benefits, costs and consequences. Washington, Brookings Institution, 1975. 182p.

INSURANCE, UNEMPLOYMENT

- 25. Organization for Economic**

Cooperation and Development.

Unemployment benefits and related payments in seven major countries, by Axel Mittelstadt. Surplus and deficits in the balance of payments; definition and significance of alternative concepts, by Erwin Veil. Comparability of consumer price indices in OECD countries, by Charlotte Vannereau. Paris, 1975. 56p.

26. Upjohn Institute for Employment Research. Unemployment Insurance Research Advisory Committee.

Strengthening unemployment insurance: program improvements; report on recommendations. Kalamazoo, Mich., 1975. 55p.

JOB SECURITY

- 27. Employment security in the public sector;** a symposium. Edited by Joseph Adler and Robert E. Doherty. Ithaca, Cornell University, New York State School of Industrial and Labor Relations, 1974. 41p.

LABOUR CONDITIONS

- 28. International Labour Office.** Conditions of work and life of employees in commerce and offices. Second item on the agenda. Geneva, 1974. 81p.

- 29. International Labour Office.** Report prepared for the Advisory Committee on Salaried Employees and Professional Workers. First item on the agenda. Geneva, 1974. 2 v.

- 30. International Labour Office.** The welfare of workers in mines other than coal mines. Geneva, 1975. 83p.

LABOUR HISTORY

- 31. Langdon, Steven.** The emergence of the Canadian working

class movement, 1845-1875. Toronto, New Hogtown Press, 1975. 31p.

LABOUR LAWS AND LEGISLATION

32. Ontario. Laws, Statutes, etc. The Labour relations act. Revised Statutes of Ontario, 1970, Chapter 232, March 1975. Toronto, Queen's Printer, 1975. 72p.

LABOUR ORGANIZATION

33. Feit, Edward Ewald. Workers without weapons: the South African Congress of Trade Unions and the organization of the African workers. Hamden, Conn., Archon Books, 1975. 230p.

LABOUR TURNOVER

34. Cawsey, Thomas Frederick. A study of labour turnover in the Canadian mineral industries carried out on behalf of the Mining Association of Canada, by T. Cawsey and P.R. Richardson. London, Ont., University of Western Ontario, School of Business Administration, 1975. 1 v.

LEISURE

35. Torbert, William Rockwell. Being for the most part puppets; interactions among men's labor, leisure, and politics, by William R. Torbert, with Malcolm P. Rogers. Cambridge, Mass., Schenkham Pub. Co., distributed by General Learning Press, Morristown, N.J., 1972, c1973. 193p.

MANPOWER POLICY

36. Baetz, Reuben C. Manpower programs: equity and integration, prepared by Reuben C. Baetz and

Kevin Collins. Submission to the Standing Senate Committee on National Finance, Manpower Programs. Ottawa, Canadian Council on Social Development, 1975. 72p.

37. Sexton, Jean. La politique active de main-d'oeuvre et la fonction "information": une opinion. Québec, Université Laval, Département des relations industrielles, 1975. p.245-264. (Université Laval. Département des relations industrielles. Tiré-à-part no.3)

OCCUPATION CLASSIFICATION

38. U.S. Bureau of Labor Statistics. General wage index; occupation classification system manual. Washington, G.P.O., 1975. 1 v.

OLD AGE PENSIONS

39. Providing adequate retirement income; pension reform in the United States and abroad, by James Schulz and others. Hanover, N.H., Published for Brandeis University Press by the University Press of New England, 1974. 330p.

OLDER WORKERS

40. International Labour Office. Problems and opportunities of employment and re-employment of older workers in commerce and offices. Third item on the agenda. Geneva, 1974. 43p.

OPEN AND CLOSED SHOP

41. Northrup, Herbert Roof. Open shop construction, by Herbert R. Northrup and Howard G. Foster. Philadelphia, Industrial Research Unit, Wharton School, University of Pennsylvania; distributed by University of Pennsylvania Press, 1975. 400p.

PUBLIC WELFARE

42. Axinn, June. Social welfare; a history of the American response to need, by June Axinn and Herman Levin. New York, Dodd, Mead, 1975. 319p.

43. Hepworth, H. Philip. Personal social services in Canada: a review. Ottawa, Canadian Council on Social Development, 1975. 10 v.

SHOP STEWARDS

44. Levine, Marvin J. Public manager's guide to union representation. Chicago, International Personnel Management Association, 1975. 74p.

SOCIAL INDICATORS

45. Social indicators, 1973: a review symposium. Edited by Roxann A. Van Dusen. Washington, Social Science Research Council, Center for Coordination of Research on Social Indicators, 1974. 87p.

SOCIAL SECURITY

46. Fishbein, Bette K. Social welfare abroad; comparative data on the social insurance and public assistance programs of selected industrialized democracies. White Plains, N.Y., Institute for Socioeconomic Studies, 1975. 35p.

47. U.S. Congress. Joint Economic Committee. Subcommittee on Fiscal Policy. Income security for Americans: recommendations of the public welfare study; report of the Subcommittee on Fiscal Policy of the Joint Economic Committee, Congress of the United States together with supplementary views. Washington, G.P.O., 1974. 262p.

SOCIOLOGY, INDUSTRIAL

48. Matejko, Alexander. The social dimensions of industrialism. Meerut, India, Sadhna Prakashan, 1974. 269p.

UNEMPLOYMENT

49. Ginsburg, Helen. Unemployment, subemployment, and public policy. New York, New York University, School of Social Work, Center for Studies in Income Maintenance Policy, 1975. 136p.

50. U.S. Congress. Senate. Committee on Labor and Public Welfare. Subcommittee on Employment, Poverty, and Migratory Labor. Unemployment and the energy crisis, 1974: joint hearing before the Subcommittee on Employment, Poverty, and Migratory Labor and the Special Subcommittee on Human Resources of the Committee on Labor and Public Welfare, United States Senate, Ninety-third Congress, second session... Los Angeles, Calif., February 14, 1974. Washington, G.P.O., 1974, i.e. 1975. 223p.

51. U.S. National Commission for Manpower Policy. The challenge of rising unemployment; an interim report to the Congress. Washington, 1975. 28p.

UNEMPLOYMENT BENEFITS, SUPPLEMENTAL

52. National Federation of Claimants Unions. Claimants handbook for strikers. Birmingham, The Federation, 1974. 47p.

WAGE THEORIES

53. Sylos Labini, Paolo. Trade unions, inflation and productivity. Translated from the Italian by Elizabeth Henderson. Lexington, Mass., Lexington Books, 1974. 170p.

WAGES AND HOURS

54. U.S. Department of Labor. Employment Standards Administration. Private household workers; data pertinent to an evaluation of the feasibility of extending minimum wage and overtime coverage under the Fair labor standards act. Washington, G.P.O., 1974. 1 v.

WOMEN-EMPLOYMENT

55. Great Britain. Department of Employment. Women & work; overseas practice. London, H.M.S.O., 1975. 96p.

56. Sandberg, Elisabet. Equality is the goal; a Swedish report for the International Women's Year 1975. Stockholm, Sweden, Advisory Council to the Prime Minister on Equality between Men and Women, 1975. 86p.

57. Seifer, Nancy. Absent from the majority; working class women in America. New York, National Project on Ethnic America, c1973. 85p.

WORK

58. Glaser, Edward Maynard. Improving the quality of worklife...and in the process, improving productivity, a summary of concepts, procedures and problems, with case histories. Los Angeles, Human Interaction Research Institute, 1975. 356p.

59. Work in a changing industrial society; documents prepared for an international conference convened by the OECD, Paris, 15th-18th October 1974. Paris, OECD, 1974. 134p.

WORK SATISFACTION

60. Ontario. Ministry of Labour. Research Branch. Innovative work arrangements: a case study in job enrichment: Miracle Food Mart (subsidiary of Steinberg's Limited) Personnel Services, by Ian S.G. Meadows. Toronto, 1975. 16p.

labour statistics

Principal Items	Date	Amount	Percentage Change from			
			Previous Month		Previous Year	
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)				
Week ended September 20, 1975		9,996	—	3.9	+	3.6
Employed	September 1975	9,410	—	3.8	+	2.1
Agriculture	"	538	—	7.1	+	4.1
Non-agriculture	"	8,871	—	3.6	+	2.0
Paid workers	"	8,341	—	4.1	+	2.3
At work 35 hours or more	"	7,404	+	5.5	+	0.5
At work less than 35 hours	"	1,530	+	28.9	+	10.4
Employed but not at work	"	476	—	69.8	+	3.0
Unemployed	"	586	+	5.9	+	36.0
Atlantic	"	67	—	11.8	+	15.5
Quebec	"	203	—	1.5	+	36.2
Ontario	"	183	—	11.6	+	35.6
Prairies	"	38	—	15.6	+	22.6
British Columbia	"	94	+	4.4	+	62.1
Without work and seeking work	"	555	—	3.8	+	33.7
On temporary layoff up to 30 days	"	31	—	32.6	+	93.8
INDUSTRIAL EMPLOYMENT (1961 = 100)†	June 1975	145.3	+	1.8	—	0.8
Manufacturing employment (1961 = 100)†	"	130.5	+	1.9	—	5.4
IMMIGRATION	First Quarter 1975	43,448	—		—	4.1
Destined to the labour force	"	19,877	—			—
STRIKES AND LOCKOUTS						
Strikes and lockouts	August 1975	274	+	0.4	+	11.8
No. of workers involved	"	113,053	—	2.0	+	53.0
Duration in man days	"	1,381,930	+	6.0	+	44.5
EARNINGS AND INCOME						
Average weekly earnings (ind. comp.)†	June 1975	202.80	+	1.2	+	15.0
Average hourly earnings (mfg.)†	"	5.07	+	1.2	+	17.9
Average weekly hours paid (mfg.)†	"	38.4	—	0.5	—	1.5
Consumer price index (1971 = 100)‡†	September 1975	141.5	+	0.2	+	10.6
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡ ..	June 1975	140.5	—	0.4	+	5.0
Total labour income (millions of dollars)†	August 1975	7,269.4	—	1.8	+	11.8
INDUSTRIAL PRODUCTION†						
Total (average 1961 = 100)	August 1975	209.6	+	0.5	—	4.6
Manufacturing	"	206.5	+	0.5	—	4.9
Durables	"	241.6	+	1.0	—	5.1
Non-durables	"	178.8	—	0.1	—	4.7
NEW RESIDENTIAL CONSTRUCTION**						
Starts	August 1975	17,530	—		+	18
Completions	"	13,574	—		—	5
Under construction	"	134,888	—		—	19

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

‡‡Effective with the index for August 1975, the Consumer Price Index has been converted from a 1961 = 100 to a 1971 = 100 time reference base.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-1975

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Strikes and Lockouts in Existence During Month or Year	
				Duration in Man-Days	Percentage of Estimated Working Time
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1974:					
August	120	241	73,157	858,910	0.47
September	95	229	67,085	718,070	0.45
October	95	210	63,418	686,480	0.39
November	95	203	77,474	481,580	0.30
December	31	130	25,478	317,110	0.20
*1975:					
January	107	183	44,341	433,110	0.25
February	61	153	37,459	370,830	0.24
March	65	162	46,403	491,230	0.31
April	92	202	45,671	588,220	0.34
May	103	251	107,628	680,950	0.38
June	93	263	62,494	839,410	0.48
July	92	273	115,192	1,299,840	0.69
August	82	274	113,053	1,381,930	0.79

* Preliminary.

STRIKES AND LOCKOUTS, AUGUST, 1975, BY JURISDICTION (PRELIMINARY)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	-	8	2,499	53,160
Prince Edward Island	1	1	75	380
Nova Scotia	9	15	3,931	54,880
New Brunswick	6	11	2,332	11,850
Quebec	21	86	26,294	324,930
Ontario	26	90	30,340	271,530
Manitoba	2	8	1,828	27,990
Saskatchewan	4	8	13,390	69,490
Alberta	4	12	5,682	70,610
British Columbia	5	23	18,308	359,450
Federal	3	11	8,354	137,460
All jurisdictions	82	274	113,053	1,381,930

STRIKES AND LOCKOUTS, AUGUST, 1975, BY INDUSTRY (PRELIMINARY)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Forestry	-	2	850	11,850
Mines	2	19	9,092	138,360
Manufacturing	45	140	55,758	815,210
Construction	9	33	16,480	160,500
Transpn. & utilities	6	23	10,706	101,620
Trade	7	17	1,959	10,730
Finance	-	2	2,179	43,770
Service	7	25	2,739	32,550
Public administration	6	13	13,290	67,340
All industries	82	274	113,053	1,381,930

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1975 (PRELIMINARY)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location	Union		August	Accu- mulated	Termination Date	Result
Forestry						
The James MacLaren Co. Ltd., Mont Laurier, Buckingham, Quebec	Carpenters Loc. 2817 ALF-CIO/CLC	600	6,600	15,600	July 11 Aug. 18	Wages, fringe benefits—
The E.B. Eddy Co., Ott. & Gatineau River, Que.	Carpenters Loc 2817 AFL-CIO/CLC	250	5,250	6,250	July 28	Not reported—
Mines						
Wabush Mines, Wabush, Newfoundland	Steelworkers Loc. 6285 AFL-CIO/CLC	575	12,730	64,470	Mar. 28	Wages—
International Nickel Co. of Canada, Sudbury, Ontario	Steelworkers Loc. 6500 AFL-CIO/CLC	175	530	1,580	July 24 Aug. 7	Protesting insufficient travel allowances— Not reported
Falconbridge Nickel Mines Ltd., Falconbridge, Ontario	Mine, Mill and Smelters Wkrs. Union Loc. 598 Ind.	3,500	27,500	27,500	Aug. 21	Wages, fringe benefits—
NON-METAL						
Asbestos Corporation Ltd., Thetford Mines, Que.	Fed'n of Metal Trade Unions CNTU	1,956	41,080	226,900	Mar. 18	Wages, COLA clause, working conditions—
Lake Asbestos of Quebec Ltd., Black Lake, Que.	Steelworkers Loc. 7649 AFL-CIO/CLC	525	11,030	60,920	Mar. 18	Wages, COLA clause, working conditions—
Bell Asbestos Mines Ltd., Thetford Mines, Que.	Steelworkers Loc. 8026 & 7285 AFL-CIO/CLC	440	9,240	51,040	Mar. 18	Wages, COLA clause, working conditions—
Carey Canadian Mines Ltd., East Broughton, Que.	Fed'n of Metal Trade Unions CNTU	370	7,770	42,920	Mar. 18	Wages, COLA clause, working conditions—
National Asbestos Mines Ltd., Thetford Mines, Quebec	Fed'n of Metal Trade Unions CNTU	170	3,570	19,720	Mar. 18	Wages, COLA clause, working conditions—
Duval Corp. of Canada, Saskatoon, Sask.	Steelworkers Loc. 7458 AFL-CIO/CLC	310	3,760	26,890	Apr. 18 Aug. 18	Wages, Job classification— Terminated by mutual agreement—
Canadian Salt Co., Windsor, Ontario	Auto Wkrs Loc. 195 & 240 CLC	323	6,460	28,100	Apr. 28	Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues Result
					August	Accumulated	Termination Date	
	Aluminum Co. of Canada, St-Lawrence, Nfld.		Fed'n of Metal Trades, Mines & Chem. Prod. Union CNTU	400	8,400	23,600	June 9	Not reported—
Manufacturing								
FOOD & BEVERAGES								
	Molson's Brewery, Vancouver, B.C.		Brewery Wkrs. Loc. 300 AFL-CIO/CLC	165	660	8,970	May 20 Aug. 7	Not reported— Return of workers—
	General Foods Ltd., Lasalle, Quebec		Food & Allied Wkrs. Loc. P-766	450	9,450	30,830	May 27	Wages, fringe benefits—
	B.C. Sugar Refinery, Vancouver, B.C.		Retail Wholesale Emps. Loc. 517 AFL-CIO/CLC	253	5,060	15,940	June 2	Wages—
	Omstead Foods Ltd., Wheatley, Ontario		Teamsters Loc. 880 Ind.	420	4,200	17,220	June 17 Aug. 18	Wages, fringe benefits, other Contract issues— Terminated by mutual agreement—
	Weston Bakeries Ltd., Toronto, Ontario		Teamsters Loc. 647 Ind.	340	4,080	13,600	June 23 Aug. 20	Wages, other contract issues— Not reported—
	United Co-operative of Ontario, Peterborough, Ontario		Food & Allied Wkrs. Loc. P-1116 AFL-CIO/CLC	250	250	4,500	July 9 Aug. 5	Wages, fringe benefits, other contract issues— Terminated by mutual agreement—
	Société Coop. Avicole Régionale St-Damase, Quebec		Fed. du commerce CSN	249	5,230	7,720	July 18	Wages, fringe benefits—
	Fisheries Ass'n of B.C., Various Locations, B.C.		United Fishermen, Various locals CLC	7,000	115,000	150,000	July 25 Aug. 24	Wages, fringe benefits— Settled by mutual agreement—
	Weston Bakeries Ltd., Vancouver, B.C.		Bakery Wkrs. Loc. 468 AFL-CIO/CLC	100	600	600	Aug. 22	Wages—
RUBBER								
	Lawron Industries Ltd., American Wringer Div., Farnham, Quebec		Rubber Wkrs. Loc. 602 AFL-CIO/CLC	130	2,730	4,810	July 10	Not reported—
LEATHER								
	Dependable Shoe Mfg., Co., Montreal, Quebec		Food Wkrs. Loc. L-102 AFL-CIO/CLC	136	2,860	10,210	May 15	Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
	Location			August	Accu- mulated	Termination Date	Result
TEXTILES							
	Wabasso Ltd., Trois-Rivières, Quebec	United Textile Wkrs. Loc. 322 AFL-CIO/CLC	1,000	22,140	82,850	May 8	Wages, Fringe benefits—
	Esmond Mills Ltd., Granby, Quebec	Fed. Canadienne des trav. du textile CSD	450	9,450	10,350	July 30	Not reported—
FURNITURE & FIXTURES							
	Interroyal Corp. Ltd., Cambridge, Ontario	Steelworkers Loc. 4163 AFL-CIO/CLC	100	900	4,700	June 9 Aug. 15	Wages, fringe benefits, COLA— Terminated by mutual agreement—
	Vilas Furniture Ltd., Cowansville, Quebec	Building & Wood Wkrs. CNTU	350	7,350	8,400	July 29	Wages, incentive pay—
PAPER							
	Sonoco Products Ltd., Terrebonne, Quebec	Fed. des trav. des pâtes et papier CSN	110	2,310	18,590	Sept. 9/74	Seniority, cost-of-living adjustment—
	Emballage Domtar Ltée., Montréal, Québec	Chemical Wkrs. Loc. 314 AFL-CIO/CLC	225	4,730	23,190	Apr. 7	COLA clause—
	Perkins Paper Ltd., Canadiac, Quebec	Fed. des trav. des pâtes et papier et de la forêt CSN	135	2,840	6,350	June 25	Not reported—
	Abitibi Paper Co., (Thunder Bay Mill), Thunder Bay, Ontario	Canadian Paperwks Loc. 249 & 134 CLC	292	6,470	11,270	July 9	Union wants to negotiate all Abitibi Mills—
	Abitibi Provincial Mill, Thunder Bay, Ontario	Canadian Paperwks. Loc. 239 CLC	400	8,860	15,150	July 10	Union wants to bargain for all Abitibi Mills—
	Abitibi Paper Co. Ltd., (Fort William Div.), Thunder Bay, Ontario	Canadian Paperwks. Loc. 132 AFL-CIO/CLC	252	5,580	9,360	July 11	Union wants to bargain for all Abitibi Mills—
	Abitibi Pulp & Paper Co., Sault Ste-Marie, Ontario	Canadian Paperwks. Loc. 67 & 133 CLC	380	8,410	14,110	July 11	Union wants to bargain for all Abitibi Mills—
	Abitibi Paper Co. Ltd., Iroquois Falls, Ontario	Canadian Paperwks. Loc. 90 & 109 CLC	900	19,930	31,500	July 13	Union wants to bargain for all Abitibi Mills—
	Abitibi Forest Products Ltd., Sturgeon Falls, Ontario	Canadian Paperwks. Loc. 7135 CLC	358	7,930	12,280	July 15	Union wants to negotiate for all Abitibi Mills—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location	Union		August	Accu- mulated	Termination Date	Result
Abitibi Paper Co., Smooth Rock Falls, Ont.	Canadian Paperwks. Loc. 32 CLC	330	7,310	11,320	July 15	Wages, fringe benefits—
Pulp & Paper Industrial Relations Bureau, Various locations, B.C.	Pulp, Paper & Woodworkers AFL-CIO/CLC Canadian Paperwks. CCU	12,580	278,560	422,330	July 16	Wages—
Abitibi Provincial Paper, Thorold, Ontario	Canadian Paperwks. Loc. 290 CLC	700	15,500	23,000	July 17	Wages, fringe benefits—
Scott Paper Ltd., New Westminster, B.C.	Canadian Paperwks. Loc. 456 CLC	480	10,630	13,030	July 25	Wages, fringe benefits—
Somerville Industries Ltd., London, Ontario	Chemical Wkrs. Loc. 817 AFL-CIO/CLC	232	3,480	3,480	Aug. 10	Length of contract—
Prince Albert Pulp Co. Ltd., Prince Albert, Saskatchewan	Canadian Paperwks. Loc. 1120 CLC	386	5,240	5,240	Aug. 13	Severance pay—
Abitibi Paper Co., Beaupré, Québec	Canadian Paperwks. Loc. 138 CLC	540	4,630	4,630	Aug. 20	Wages—
Prince Wilson, Lachute, Quebec	Fed. Can. des Trav. des pâtes & papiers & de la forêt CSN	260	570	570	Aug. 26	Wages—
PRINTING & PUBLISHING						
Imprimerie Montreal-Magog Printing, Magog, Quebec	Printing & Graphic Loc 41 AFL-CIO/CLC	152	3,190	12,910	Apr. 21	Not reported—
Douze (12) Co. d'imprimeries, Québec, Québec	Syndicats nat. d'imprimerie de Québec CSN	260	5,460	20,020	May 13	Not reported—
PRIMARY METALS						
Emco Limited, London, Ontario	Steelworkers Loc. 2699 AFL-CIO/CLC	265	5,300	23,600	Apr. 24	Wages, fringe benefits—
Quebec Iron & Titanium Corp., Tracy, Quebec	Fed. of Metal Trades Mines & Chem. Prod. Union CNTU	930	19,530	59,520	June 1	Not reported—
Algoma Steel Corp. Ltd., Sault Ste-Marie, Ont.	Steelworkers Loc. 2251, 4509, 5595 AFL-CIO/CLC	6,800	19,430	19,430	Aug. 1 Aug. 5	New agreement— Terminated by mutual agreement of parties—
Maritime Steel & Foundries Ltd., New Glasgow, N.S.	Steelworkers Loc. 3172 AFL-CIO/CLC	120	120	120	Aug. 12 Aug. 12	Grievance procedures— Not reported—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					August	Accu- mulated	Termination Date	Result
METAL FABRICATING								
	Quebec Wires, Trois-Rivières, Que.		Steelworkers Loc. 7092 AFL-CIO/CLC	125	2,630	21,140	Dec. 16/74	Employees locked-out, wages for females—
	Greening Donald Ltd., Hamilton, Ontario		Steelworkers Loc. 3325 AFL-CIO/CLC	160	3,200	10,880	May 26	Wages—
	International Hardware Co. of Canada Ltd., Belleville, Ontario		Moulders & Allied Wkrs. Loc. 428 AFL-CIO/CLC	226	230	9,720	June 2 Aug. 5	Wages— Settled by mutual agreement of parties—
	Robb Engineering Works Ltd., Amherst, N.S.		Steelworkers Loc. 4122 AFL-CIO/CLC	170	3,570	7,480	June 28	Wages, other contract issues—
	The Pedlar People Ltd., Oshawa, Ontario		Steelworkers Loc. 2784 AFL-CIO/CLC	155	1,860	5,430	June 30 Aug. 20	COLA clause, wages— Not reported—
	Waltec Industries Ltd., Cambridge, Ontario		Steelworkers Loc. 4045 AFL-CIO/CLC	114	2,280	4,790	July 2	Wages, COLA clause—
	Robert Mitchell CO. Ltd., Ville St-Laurent, Que.		Sheet Metal Workers Loc. 116 AFL-CIO/CLC	463	6,480	6,480	Aug. 12	Wages—
	Croname Donald Ltd., Waterloo, Quebec		Steelworkers Loc. 5207 AFL-CIO/CLC	105	1,520	1,520	Aug. 15	Wages fringe benefits—
	Abex Industries of Canada Ltd., Niagara Falls, Ontario		Chemical Wkrs. Loc 175 AFL-CIO/CLC	125	1,380	1,380	Aug. 15	Wages—
MACHINERY								
	National Cash Register, Etobicoke, Ontario		Graphic Arts Loc. 28 B AFL-CIO/CLC	121	120	10,520	Apr. 1 Aug. 5	Wages, fringe benefits— Return of workers following mediation—
	Farr Company Limited, Ville de Laval, (Montreal), Quebec		CSN CNTU	100	2,100	9,800	Apr. 14	Not reported—
	Orenstein & Koppel Canada Ltd., Dundas, Ontario		Machinists Loc. 1740 AFL-CIO/CLC	143	2,860	2,860	June 9	Management rights—
	Canadian Blower & Forge Co., Kitchener, Ont.		Steelworkers Loc. 3534 AFL-CIO/CLC	255	5,100	5,100	June 13	Wages, fringe benefits, dissatisfaction with progress of negotiations—
	Canadian Ingersoll Rand Co., Sherbrooke, Quebec		Steelworkers Loc. 6670 AFL-CIO/CLC	577	4,620	4,620	Aug. 20	Wages—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
					August	Accu- mulated	Termination Date	Result
TRANSPORTAION EQUIP.								
Pratt & Whitney of Canada Ltd., (formerly United Aircraft), Longueuil, Quebec	Auto Workers	Loc. 510 CLC		742	13,360	731,380	Jan. 7/74 Aug. 28	Union security, wages, cost-of-living clause—
	(Production Workers)							Wage Increases—
Dep't of National Defence, Halifax, N.S. & Esquimalt, B.C.	Dockyards Trades & Labour Council	CLC		200	1,400	10,600	May 28 Aug. 13	Wages— Not reported—
Hawker Siddeley Canada Ltd., Thunder Bay, Ontario	U.A.W.	Loc. 1075 CLC		533	11,190	33,850	June 2	Wage, fringe benefits—
Ferguson Industries Ltd., Pictou, N.S.	Steelworkers	Loc. 4702 CLC		350	5,600	15,400	June 23 Aug. 22	Wages, fringe benefits— Not reported—
Aimco Automotive Industries, Mississauga, Ontario	Steelworkers	Loc. 7574 AFL-CIO/CLC		160	2,400	5,920	July 2 Aug. 25	Wages— Terminated by mutual agreement of parties—
Hawker Siddeley Canada Limited, Trenton, N.S.	Steelworkers	Loc. 1231 AFL-CIO/CLC		204	410	410	Aug. 12 Aug. 15	Wage rate— Not reported—
Hawker Siddeley Canada Ltd., Trenton, N.S.	Steelworkers	Loc. 1231 AFL-CIO/CLC		150	150	150	Aug. 14 Aug. 15	Dispute over alleged grievances— Not reported—
De Havilland Aircraft of Canada Ltd., Downsview, Ontario	Auto Workers	Loc. 112 CLC		1,691	9,300	9,300	Aug. 22	Wages, COLA clause—
Davie Shipbuilding Ltd., Lauzon, Quebec	Fed. of Metal Trades, Mines & Chem. Prod.	CNTU		2,200	8,800	8,800	Aug. 26	Lack of safety, after the death of a worker—
Canadian Fram Ltd., (Div. of Bendix Corp.) Chatham, Ontario	Auto Workers	Loc. 127 CLC		400	1,200	1,200	Aug. 27	Wages—
ELECTRICAL PRODUCTS								
GTE Automatic Electric (Canada) Ltd., Brockville, Ontario	I.U.E.	Loc. 526 AFL-CIO/CLC		1,144	8,010	62,920	May 26 Aug. 13	Wages, fringe benefits, union jurisdiction, other contract issues— Mediator was appointed to resolve the dispute—
Brown Boveri (Canada) Ltée., Lachine, Quebec	Fed. of Metal Trades, Mines & Chem. Prod.	CNTU		500	500	12,000	July 1 Aug. 4	Wages, fringe benefits— Settled by mutual agreement—
Gould Manufacturing of Canada Ltd., Fort Erie, Ontario	Steelworkers	Loc. 5049 AFL-CIO/CLC		120	960	960	Aug. 20	Wages—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				August	Accumulated	Termination Date	
	Phillips Cables Ltd., Brockville, Ontario	I.U.E. Loc 510 AFL-CIO/CLC	553	550	550	Aug. 29	Wages and appropriate dates for application of COLA—
NON-METALLIC MINERAL PROD.							
	Can-Force Products Ltd., Edmonton, Alta.	Iron Wkrs. Loc. 776 AFL-CIO/CLC	100	2,100	3,500	July 12	Wages—
	Canada Cement Lafarge Ltd., Fort Whyte, Man.	Cement Wkrs. Loc. 274 AFL-CIO/CLC	100	2,000	2,000	Aug. 2	Wages, fringe benefits—
	Canada Cement Lafarge Co. Ltd., Exshaw, Alta.	Cement Wkrs. Loc. 331 AFL-CIO/CLC	120	1,290	1,290	Aug. 17	Wages—
	Francon Ltée., Montréal, Québec	CSN	800	800	800	Aug. 22 Aug. 23	In sympathy with St-Gabriel de Brandon workers— Return of workers—
CHEMICAL PRODUCTS							
	Electrical Reduction Co. of Canada, Long Harbour, NFLD.	Steelworkers Loc. 7428 AFL-CIO/CLC	387	8,130	27,090	May 23	Wages, safety conditions—
	Gulf Oil Canada Ltd., Shawinigan, Quebec	Fed'n of Metal Trades Mines & Chem. Prod. Union CNTU	325	6,380	20,810	June 2	Not reported—
	Brockville Chemicals Ltd. Maitland, Ontario	Chemical Wkrs. Loc. 721 AFL-CIO/CLC	155	3,100	3,260	July 31	Wages length of contract—
MISCELLANEOUS MFRG.							
	C.C.M. Cho-Wood Products, Ltd., St-Jean, Quebec	Woodworkers Loc. 78 AFL-CIO/CLC	285	5,990	12,260	July 2	Wages, seniority, other contract issues—

Construction

Labour Relation Council of Winnipeg Builders Exchange, Winnipeg, Manitoba	Sheet Metal Workers Loc. 511 AFL-CIO/CLC	450	9,450	38,250	May 1	Wages—
Labour Relation Council of Winnipeg Builders Exchange, Winnipeg, Manitoba	Carpenters Loc. 343 AFL-CIO/CLC	1,000	11,000	75,000	May 1 Aug. 18	Wages, other contract issues— Settled by mutual agreement—
Stephens Construction and 9 other sites, Sydney, N.S.	Painters Loc. 1945 AFL-CIO/CLC	161	3,380	11,130	May 26	Wages, other contract issues—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location	Union		August	Accu- mulated	Termination Date	
Construction Ass'n of Thunder Bay, Thunder Bay, Ontario	Structural Iron Wkrs. Loc. 759 AFL-CIO/CLC	275	1,380	13,210	June 2 Aug. 11	Wages, language of the contract- Ordered to accept contract by provincial board of union—
Mechanical Contractors Ass'n of Alberta, Various locations, Alta.	Plumbers Loc. 488 AFL-CIO/CLC	2,000	32,000	116,000	June 3 Aug. 25	Wages, other contract issues— wage increases—
Various Mechanical Contractors in the Niagara Peninsula	Sheet Metal Wkrs. Union Loc. 537 AFL-CIO/CLC	200	4,000	11,600	June 3	Wages,
Members of Sault Ste-Marie Builders Exchange, Sault Ste-Marie, Ontario	Carpenters Loc. 446 CLC	350	2,100	15,400	June 9 Aug. 12	Wages— Settled by mutual agreement of parties
Alta Construction Labour Relations Ass'n, Edmonton, Alta.	Painters Loc. 1016 AFL-CIO/CLC	300	6,300	17,100	June 11	Wages—
N.S. Construction Management Labour Bureau, Cape Breton, N.S.	Laborers Loc. 1115 AFL-CIO/CLC	120	2,520	6,720	June 12	In support of contract demands—
Nfld. Construction Labor Relations Ass'n., Province Wide, Nfld.	Plumbers, Loc. 740 AFL-CIO/CLC	1,000	21,000	53,000	June 17	Not reported—
Architectural Glass & Metal Contractors Association, Willowdale, Ontario	Painters Loc. 1819 AFL-CIO/CLC	275	5,500	14,300	June 17	Wages, fringe benefits—
Alta Construction Labour Relations Assoc., Edmonton, Alta.	Asbestos Wkrs. Loc. 110 AFL-CIO/CLC	200	4,200	10,200	June 19	Wages, fringe benefits—
Alta Construction Labour Relations Assoc., Northern Alta.	I.B.E.W. Loc. 424 AFL-CIO/CLC	1,600	19,200	65,600	June 20 Aug. 19	Not reported— Not reported—
Mechanical Contractors Ass'n of Alta, Calgary, Alta.	Plumbers Loc. 496 AFL-CIO/CLC	1,000	3,000	31,000	June 21 Aug. 6	Wages, fringe benefits— Terminated by mutual agreement—
Alta Construction Labour Relations Assoc., Northern Alta.	Laborers Loc. 92 AFL-CIO/CLC	225	230	4,510	July 7 Aug. 5	Wages, fringe benefits & other contract issues— Workers returned for 30 days to allow further negotiations—
Can-Atom Mon Max, Glace Bay, N.S.	Laborers Loc. 1115 AFL-CIO/CLC	162	3,400	6,480	July 7	Wages, fringe benefits—
Kingston Construction Assoc., Kingston, Ont.	Laborers Loc. 247 AFL-CIO/CLC	300	3,600	7,800	July 14 Aug. 20	Wages— Return of workers following mediation—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				August	Accumulated	Termination Date	Result
Toronto Construction Ass'n., Toronto, Ont.	Carpenters 7 locals AFL-CIO/CLC	4,000	8,000	64,000	July 14	Aug. 6	Wages, fringe benefits— Wage increases, fringe benefits—
Heavy Construction Ass'n of Windsor, Windsor, Ontario	Int. Operating Engineers Loc. 793 AFL-CIO/CLC	300	6,000	10,200	July 14		Wages—
Niagara Structural Steel Co. Ltd., Douglas Point, Ontario	Int. Operating Engineers Loc. 793 AFL-CIO/CLC	125	2,500	2,630	July 31		Protesting manning of equipment—
St-Paul Construction Ltée., Granby, Québec	National Fed. of Building & Wood Workers CNTU	175	3,500	3,500	Aug. 4		Wages, fringe benefits—
Lorneville Area Bargaining Authority, Coleson Cove, N.B.	Carpenters Loc. 2262 AFL-CKL/CLC	1,000	1,000	1,000	Aug. 12 Aug. 13		Dispute over a specific job— Return of workers—
Lorneville Area Bargaining Authority, Point Lepreau, N.B.	Laborers Other Trades Unions	300	150	150	Aug. 14 Aug. 14		Jurisdictional Dispute— Return of workers—
Lorneville Area Bargaining Authority, point Lepreau, N.B.	Laborers, Other Trades Unions	300	450	450	Aug. 15 Aug. 16		Jurisdictional Dispute— Return of workers—
Lorneville Area Bargaining Authority, point Lepreau, N.B.	Laborers Other Trades Unions	300	2,400	2,400	Aug. 20		Jurisdictional dispute—

Transp. & Utilities

TRANSPORTATION

Commission de transport de la communauté urbaine de Montréal, Montréal, Québec	Brotherhood of Bus Driver & Metro Operator Ind.	3,400	29,140	29,140	Aug. 20 Aug. 31		Wages— Return of workers—
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COMMUNICATION

Télé métropole Inc. (CFTM), Montréal, Qué.	Public Emps. CLC	320	7,090	25,500	May 12		Wages—
Tél. du Nord du Qué. Inc. Val d'Or, Qué.	Comm. Workers Loc. 11 CLC	365	8,080	9,640	July 26		Wages—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1975 (PRELIMINARY) (CONT'D)

Industry	Employer	Workers Involved	Duration in Man-days		Starting Date	Major Issues
Location	Union		August	Accu- mulated	Termination Date	Result
Maritime Telegraph & Telephone Co. Ltd., Various locations, N.S.	I.B.E.W. Loc. 1030 AFL-CIO/CLC	1,918	32,200	32,200	Aug. 8	Wages, fringe benefits—
POWER, GAS, WATER						
Transport Labour Relations, Various Locations, B.C.	Teamsters Loc. 21, 213 351, Ind.	250	5,000	7,500	July 21	Gas companies protesting union refusal to bargain—
Atomic Energy of Canada Ltd., Mississauga, Ont.	Society of Professional Eng. & Asso.	310	4,220	5,740	July 22 Aug. 30	Wages other contract issues—
Atomic Energy of Canada Ltd., Ottawa & South March, Ontario	Oil, Chem & Atomic Wkrs. Loc. 1541 AFL-CIO/CLC	240	4,290	4,290	Aug. 7	Wages, vacations, length of contract & job classification rates of pay—
Trade						
Les propriétaires de garage de Rimouski, (10 co.), Rimouski, Qué.	Syn. Nat. des emps. de garage de Rimouski Inc. CSN	200	1,000	1,000	Aug. 25	Wages, fringe benefits—
Twenty Automobiles Agencies, Quebec, Que.	Centrale des syndicats démocratiques	500	500	500	Aug. 27 Aug. 28	Wages, COLA clause— Return of mechanics—
B.C. Food Industry Labour Council, Vancouver and Victoria Areas, B.C.	Food Workers Loc. 212 AFL-CIO/CLC	700	1,400	1,400	Aug. 28	Wages—
Finance						
INSURANCE & REAL ESTATE						
Les Prévoyants du Canada, Montréal, Québec	Fed'n du Commerce CSN	190	3,990	16,150	Apr. 22	Wages—
Insurance Corp. of B.C. Province Wide, B.C.	Office Emps. AFL-CIO/CLC	1,989	39,780	143,210	May 20	Not reported—
Service						
HEALTH & WELFARE						
Flin Flon General Hosp., Flin Flon, Manitoba	Retail Clerks Loc. 832 AFL-CIO/CLC	130	2,880	6,600	June 20	Wages, other contract issues—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1975 (PRELIMINARY)(CONCL'D)

Industry	Employer	Union	Workers Involved	Duration in Man-days		Starting Date	Major Issues
				August	Accumulated	Termination Date	
Location							Result
BUSINESS							
Brink's Canada Ltd., Montreal, Quebec	Teamsters Loc. 931 Ind.		180	3,780	12,600	May 23	Working conditions, wages, fringe benefits—
Canadian Standards Ass'n, Rexdale, Ontario	C.U.P.E. Loc. 967 CLC		225	230	230	Aug. 6 Aug. 7	COLA factor— Return of workers—
PERSONAL							
Cimetière Côte des Neiges, Montréal, Qué.	Service Emps. Loc. 298 AFL-CIO/CLC		200	3,000	3,000	Aug. 11	Wages, COLA clause—
ACCOMODATION & FOOD							
White Spot Restaurant Vancouver, B.C.	Canadian Food & Ass. Services CCU		1,400	11,200	11,200	Aug. 11 Aug. 21	Wages— Not reported—
Public Administration							
PROVINCIAL							
Gov't of Sask. (Public Service Comm.) Various locations, Sask.	Sask. Gov't Emps. Ass'n Ind. (Laborers)		5,169	36,180	36,180	Aug. 2 Aug. 14	Wages— Union approved appointment of mediator—
Gov't of Sask. (Public Service Commission), Various locations, Saskatchewan	Sask. Gov't Emps. Ass'n Ind. (Public Service)		7,356	21,330	21,330	Aug. 6 Aug. 14	In sympathy with Sask. Gov't Labour-Service strikers— Mediator named in Labour- Service strike—
Prison de Bordeaux, Montréal, Québec	Syndicat des fonctionnaires provinciaux du Québec, Ind.		170	170	170	Aug. 29 Aug. 29	Hiring of two female guards & obligatory rotation of shifts— Return of workers—
LOCAL							
Ville de Ste-Foy, Ste-Foy, Québec	Fédération des Employés municipaux et scolaires de Québec, Ind.		170	3,570	10,030	June 9	Not reported— Not reported—

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1973.

ECONOMICS AND RESEARCH BRANCH

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1973.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price 75 cents. Cat. No. L2-1/1972.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1974. (Bilingual). Price \$2.50. Cat. No. L2-15/1974.

Measuring the Quality of Working Life. Proceedings of a symposium on social indicators of working life. Ottawa, March 19 and 20, 1973. Edited by Alan H. Portugal. Price \$4.00. Cat. No. L41-13/1974.

Productivity, Costs and Prices. An examination of trends in selected manufacturing industries, by Allan A. Porter. 1973. Occasional Paper No. 7. Price \$3.75. Cat. No. L41-1173.

WOMEN'S BUREAU

Women's Bureau '69. Papers dealing with the new role of women; discriminatory practices in connection with the recruitment of highly qualified women; and a consideration of the economic value of unpaid domestic services. (Bilingual). Free.

Women's Bureau '70. Papers dealing with discriminatory provisions in legislation and discriminatory practices in conditions of employment; discriminatory practices in academic appointments of women in Canadian universities; and a consideration of the status of the housewife with reference to the labour force. (Bilingual). Free.

Women's Bureau '71. Papers dealing with statistical data on working women; need for perseverance in rectifying injustices affecting working women; actions taken as a result of the Report of the Royal Commission on the Status of Women; and two international agencies with which the Women's Bureau is closely associated (Bilingual). Free.

Women's Bureau '72. Papers dealing with union responsibility for equal opportunity for women; occupational segregation in the health professions; past setbacks in achieving equality; the double jeopardy of socially disadvantaged women. And two communications with the press. (Bilingual). Free.

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada; a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States; the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1973 edition). 108 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

Conventions and Laws Relating To Working Women (Bilingual). Free.

LEGISLATIVE RESEARCH BRANCH

Labour Relations Legislation in Canada. A comparative study of the federal and provincial Labour Relations Acts in Canada as they existed at the end of 1968. (A separate reprint is available free on request). Price \$3.50. Cat. No. L34-2069.

Labour Standards in Canada. Sets out standards in effect under federal and provincial labour laws regarding child labour, minimum wages, equal pay for equal work, hours of work, weekly rest day, annual vacations with pay, public holidays, fair employment practices, notice of termination of employment, maternity protection (new section) and workmen's compensation. (English or French). Price \$1.50. Cat. No. 12-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Information on changes in workmen's compensation laws is published yearly and is available free on request). 1969. (English or French). Price \$1.00. Cat. No. L34-1969.

ACCIDENT PREVENTION AND COMPENSATION BRANCH

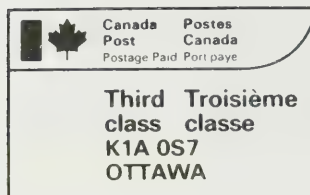
Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L36-2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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